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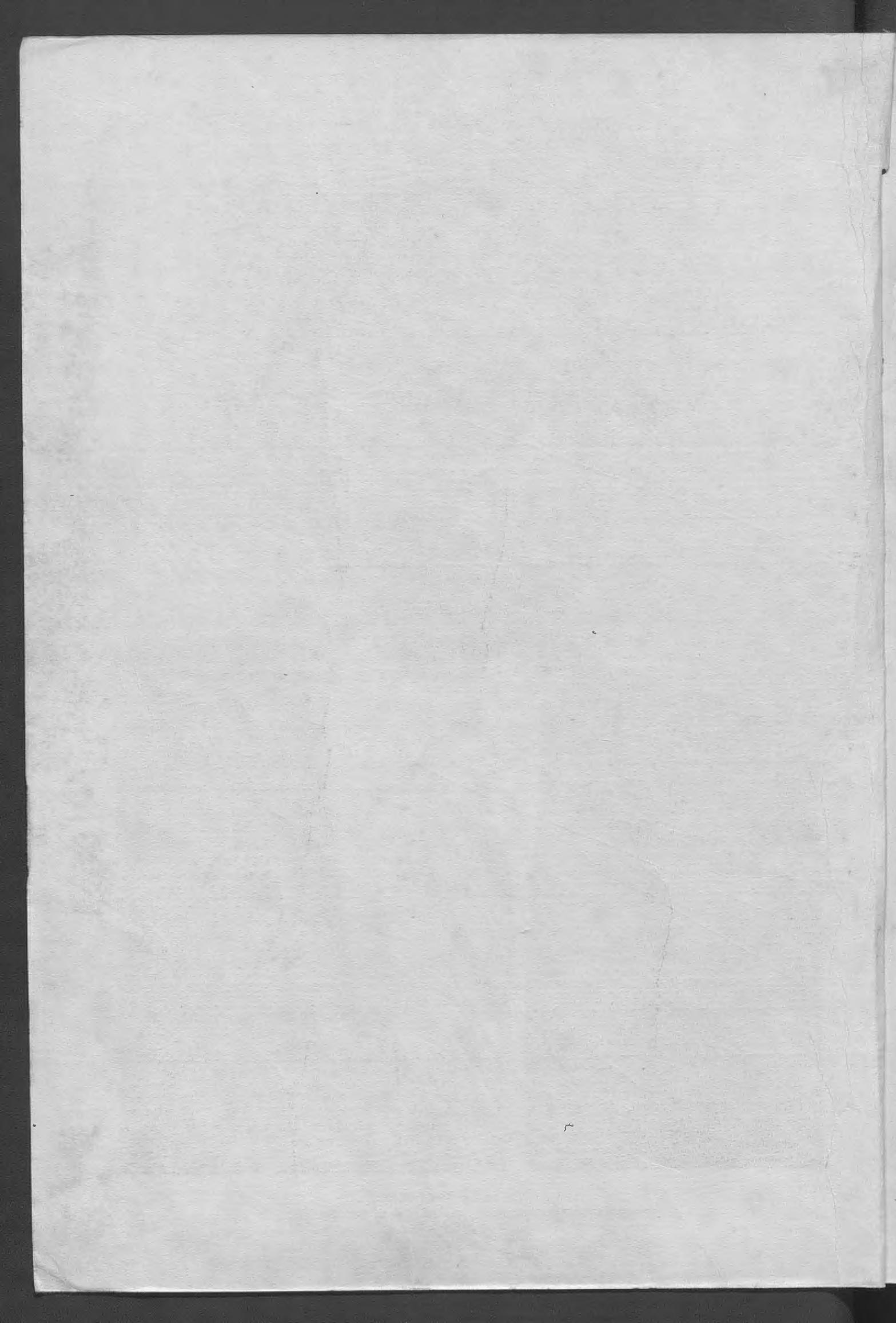
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FIVE YEAR PLAN
FOR
ECONOMIC AND SOCIAL
DEVELOPMENT
1975/76 - 1979/80

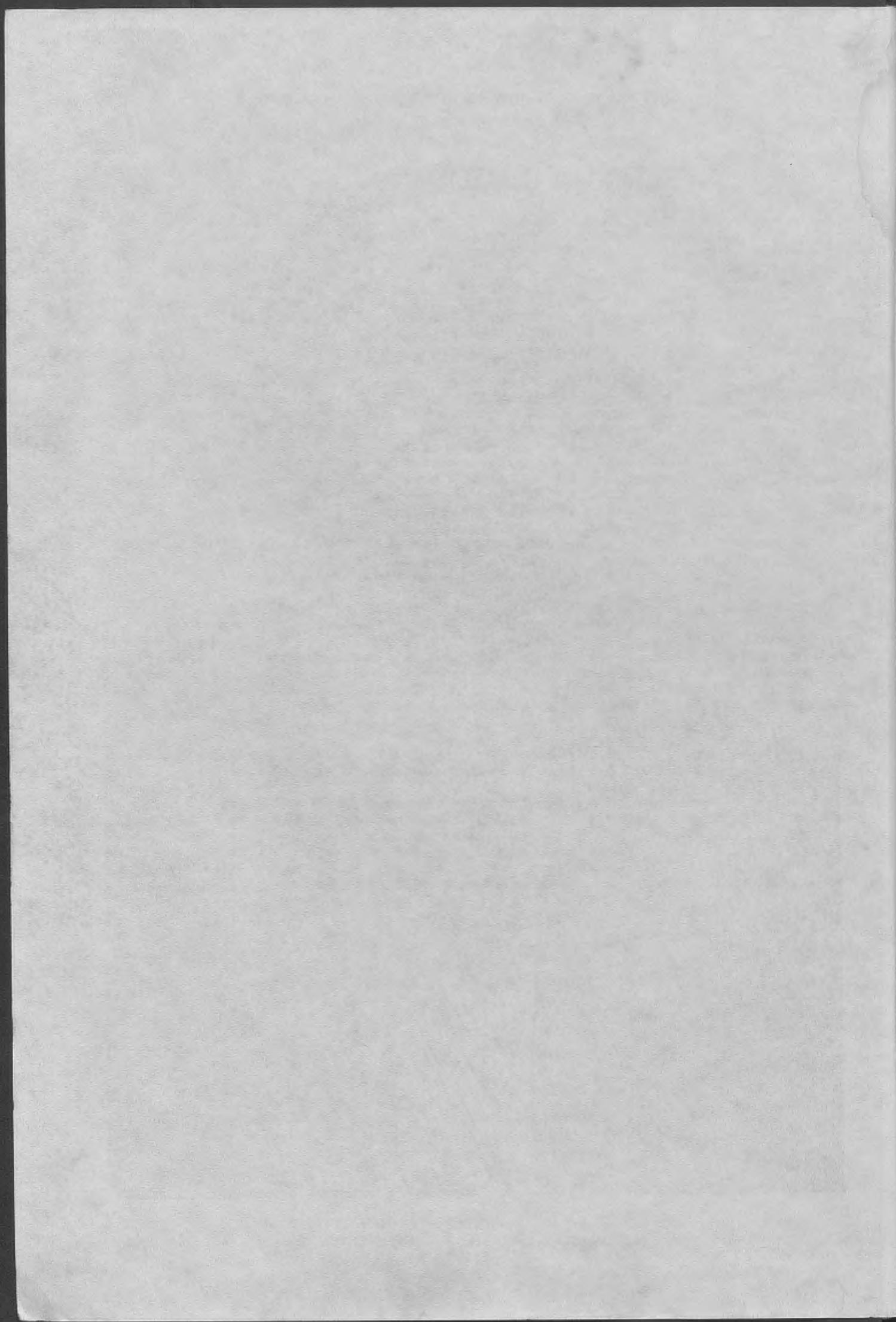
1 JULY, 1975

DEVELOPMENT PLANS





HIS EXCELLENCY THE PRESIDENT,
SIR DAWDA KAIRABA JAWARA GMRC GCMG



INTRODUCTION BY HIS EXCELLENCY THE PRESIDENT,
SIR DAWDA KAIRABA JAWARA

The first National Development Plan for economic and social development represents the blue-print of the development effort which my Government and the people of The Gambia propose to make during the next five years to build a stronger and more prosperous society. It is a conscious effort aimed not only at the development of our human and natural resources and the reconstruction of our economy and society, but also the rehabilitation of our people so that freed from want and ignorance, we may lead our lives in freedom and dignity. The Plan is the people's plan, and its emphasis lies in rural development, self-sufficiency in basic foodstuffs, creation of a more equitable distribution of income, better educational opportunities and increased participation of people throughout the nation in the planning process and development. It is not just a programme of government expenditure.

The concept of people's participation in development in partnership with Government is best expressed in the philosophy of "Tesito" or self-reliance. By "Tesito" we mean not only full and enthusiastic participation by Government and the people of this country in national reconstruction, we also mean less dependence on outside resources, and the ability of our people to improve themselves and their surroundings without excessive dependence on Central Government. Government will of course continue to provide the bulk of funds for development.

The Plan emerges in a period when the international economic situation is so uncertain and the trend of prices so unpredictable. Even in the face of world-wide economic uncertainty, however, we are far from powerless; on the contrary our destiny lies in our own hands. It is our efforts far more than what happens outside The Gambia that are the principal determinant of our success or failure.

In spite of international economic problems we will not (nor can we) isolate ourselves from economic contact with the rest of the world. It is the aim of Government to encourage trade with other countries. Private foreign investment will continue to be encouraged. In addition, we shall continue to seek financial aid, technical assistance from friendly countries and international organisations to help us achieve the targets of the Plan. Outside assistance cannot, however, replace our efforts in developing our nation, but rather be a supplement to them.

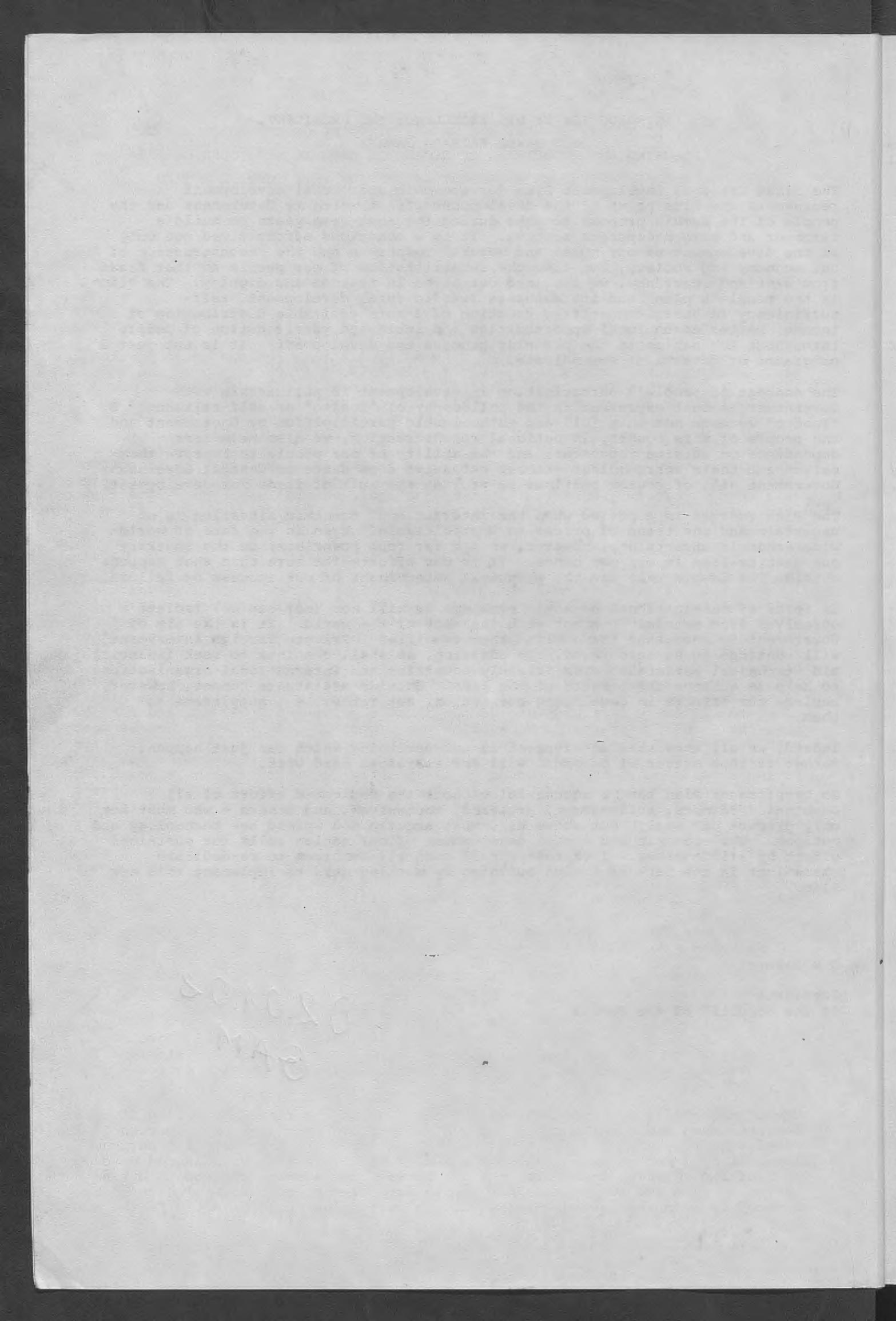
Indeed, we all know that development is not something which can just happen. Rather it is a matter of personal will and sustained hard work.

No Development Plan can be successful without the dedicated effort of all Gambians - farmers, businessmen, artisans, housewives, and others - who must not only produce our wealth but above all, must acquire and spread new technology and outlook. The economic and social development of our nation calls for sustained effort by all Gambians. I therefore call upon all Gambians to re-dedicate themselves in the task of nation building by working hard to implement this new Plan.

D K Jawara

President
of the Republic of the Gambia

02.01.02
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STATEMENT BY HON. L B MBOGE, MINISTER OF ECONOMIC
PLANNING AND INDUSTRIAL DEVELOPMENT, MADE IN THE HOUSE OF
REPRESENTATIVES ON WEDNESDAY 28 JANUARY 1976, ON THE MOTION
TO ADOPT THE FIVE YEAR PLAN FOR ECONOMIC AND SOCIAL
DEVELOPMENT, 1975/76 - 1979/80

Mr Speaker

I beg to lay on the table, a document entitled "Five Year Plan for Economic and Social Development, July 1975 - June 1980" for the consideration of the House.

2. The new Plan, the first attempt at a national Plan, follows three public capital expenditure programmes, 1963/64 - 1967/69, 1967/68 - 1970/71 and 1970/71 - 1974/75. The first, covering the transition to Independence, was largely limited to administrative and social expenditures, the second was primarily involved with improving communications in the Provinces and raising groundnut yields, and the third with broadening the agricultural base, reorganising public utilities, and increasing public sector capacity for development expenditure. They were attempts to programme relatively easily identifiable public sector projects in a way that reflected broad development and constraints related to limited finance availability and low executing capacity. After taking into account that executing capacity was constantly overestimated, the first three development programmes can be judged as successful.

MEDIUM AND LONG RANGE OBJECTIVES

3. Now that most of the basic studies on The Gambia's human and physical resources have been completed, and that most of the obstacles in the way of short term development have been relatively relieved, it is considered necessary that the country takes a more systematic approach to achieve the most efficient mobilization of its resources in order to achieve self-sustained and more balanced growth, and to spread the benefits of development equitably to the entire population. This Plan can therefore be regarded as a major step forward in the development of the planning process. To begin with, it is both a Plan to complete the carry over projects of the Third Development Programme and rationalise the planning machinery, as well as a mid term or transitional Plan between past development policies with their emphasis on growth and short term diversification of production, and a long range policy based on the maximum mobilization of the human and natural resources of the country to improve income distribution, achieve accelerated development, stimulate economic and social change towards a self-sustained growth and reducing the dependence of the economy on external factors.

Completion of most of the preinvestment studies on the human, the land and water resources of the country has enabled us to formulate the long range development policy in qualitative terms as a guide to medium term planning. Long range quantitative projections are not yet possible for these reasons:

- i. The present Plan has yet to work out methods of development consistent with the long range (ie horizon AD2000) strategy.
- ii. The capacity for building and expanding the institutions necessary for the application of the development methods cannot yet be realistically forecast at this stage.
- iii. Pipeline studies necessary for the launching of new activities to reorientate economic development (eg completion of River Basin studies) towards the achievement of the long range objectives, are yet to be completed.

One of the principal objectives of the new Plan is the reduction of the disparity between urban and rural incomes through greater concentration of resources in the rural sector. It is planned to raise real per capita income from its current level of D293 per annum to D317 per annum by 1980. To achieve balanced development of the country, therefore, the gap between the average per capita urban income of D730 and the average per capita rural income of D190 will have to be reduced or narrowed in the interest of the rural population. Income in the rural

sector is to this end, expected to rise 20% more quickly than incomes in the urban sector. Rural development will be given top priority, in particular, agricultural development, rural communications, significant expansion of agricultural credit and the provision of adequate and realistic incentives to the Gambian farmer, the investment will be directed so as to ease existing serious bottlenecks and stimulate potential productive areas.

4. While a policy of full employment is not considered feasible at this stage, every effort will be made to reduce open unemployment among the 15-40 age group, through reorientation of the educational system as a medium term measure, the vigorous promotion of small scale enterprises in the informal urban sector, and increasing smallholder production in the rural areas.

5. More specifically, income distribution and socio-structural changes can only be realised through long range planning and the development of the land and water resources of the country, as well as constant and progressive review of pricing policy. The strategy to improve incomes, develop production of goods and services to satisfy the basic needs of the population, reduce the dependence of the economy on external factors, and effect socio-economic and structural change for accelerated self-sustained development and for self-reliance, will be based on comprehensive rural development with agriculture as the base and lever for effecting change in attitudes and structure, as well as for improving living conditions and development capabilities. Major structural changes in the economy and society will only take place after rural development has had its full impact.

Objectives by sector are as follows:

5.1 Agriculture

- To improve nutrition standards in the rural areas.
- To eliminate bulk cereal imports, particularly of rice, by 1980.
- To diversify rural cash crop incomes.
- To achieve a 35% rate of growth in domestically consumed foodstuffs, and a 45% rate of growth in marketed export cash crops by 1980.
- To increase development expenditure in agriculture by 150% by 1980.

Crop Output targets are as follows:

Groundnuts - from 135,000 metric tons annual average by 1980.

5.2 Manufacturing

- To establish simple institutional and infrastructural support for the informal sector.
- To ensure that promising industrial projects are implemented as quickly as possible.
- To identify, evaluate and implement those projects which either utilise natural resources, or can usefully replace imports into The Gambia.
- To promote the establishment of labour intensive export industries.
- To encourage the location of industries in growth centres outside Banjul..
- To restructure the educational system in such a way that our technical and managerial manpower needs are satisfied.
- To review fiscal controls and finance availability with a view to providing incentives to genuine investors, both local and foreign.

5.3 Building Construction and Civil Engineering

- To promote the expansion of a Gambian based construction industry to meet the nation's requirements.

- To improve productivity in both public and private sectors.
- To increase the use of locally manufactured building materials.

5.4 Tourism

- To increase local participation in the ownership and management of tourism facilities.
- To develop Gambian operated supporting services and industries.
- Strict regulation of the physical distribution of the industry, and of the major buildings involved.
- Diversification of the sources of tourists.
- Development of "up country" tourism.
- Orderly expansion of both infrastructure and superstructure.

It is planned to increase beach resort beds from the present level of 1,600 to 2,800 by 1979/80, to increase the number of package visitors from 20,000 to 30,000 by 1979/80, and to encourage the construction of two small hotels in the Provinces.

- Projected net foreign earnings from tourism at 1975 prices, are an increase from D4.5 million in 1974/75 to D7.2 million in 1979/80. Indirect employment in the industry is projected to increase from its present level of 2,100 to 3,500 in 1979/80.

5.5 Transport

In the transport sector, the Plan objectives are:

- Elimination of serious transport bottlenecks, both domestic and international.
- Investment to stimulate agricultural activity and internal trade.
- Development of selected types of river traffic eg bulk movement of fuel, food and grain, evacuation of beef cattle etc.
- Increase in the integration, and avoidance of duplication in modes of transport.
- Improvement of the quality of rural life, in particular, through the development of Basse and Farafenni as rural growth centres.

5.6 Public Utilities (electricity, water, sewerage and telecommunications).

For the urban and rural areas, the Plan objectives are:

- The minimum necessary investment in infrastructure necessary to meet the demand for unsubsidised services by the industrial and commercial community and by the general public.
- The development of water supply, storm drainage and sewerage services to the general public, subsidised up to a level broadly justified on public health grounds.
- Selective development of urban facilities so as not to directly encourage a higher rate of rural-urban drift.
- Using the development of subsidised water supply, electrical and telecommunication services as a means of counteracting the drift to urban areas, and encouraging the dispersal of industry and commerce to the Provinces.
- Improving rural health standards by improving the volume, convenience, reliability and hygiene of simple water and sewerage systems.

- In general, where any urban development is liable to occur at the cost of any significant rural development, the former will be deferred.

5.7 Education

- The major objective of this sector is to develop in the shortest possible time, and with the available resources, a stock of trained manpower capable of serving the socio-economic needs of the country. Priority will therefore be given to those factors which will make education more relevant to the whole community, the vast majority of which is rural or agricultural.
- To provide a continuing system of education, both formal and non-formal, at all levels, to develop skills and influence attitudes to change through the use of non-formal techniques, functional literacy and numeracy. For formal education, the main objective is to raise the quality of education at the primary level, and to restructure and reorientate the system at secondary and tertiary level, so as to produce a skilled labour force to meet the manpower needs of the nation.

5.8 Health

The ultimate and general aim in this sector is to protect the entire population from preventable diseases, and provide adequate treatment facilities for common diseases. Although Yellow Fever, Smallpox and Sleeping Sickness have almost been eliminated, further progress is hampered by lack of finance and manpower. The major emphasis during the Plan Period will be the consolidation of the framework for basic health services to achieve greater national health return and to reduce the imbalance in rural-urban health facilities by constructing more rural health centres, and significantly improving and upgrading existing rural health centres and dispensaries.

5.9 Housing

The development of housing is considered to be a direct contribution to family and community welfare, and to balanced economic and social development. Although rural housing has yet to be substantially improved in terms of design and more efficient production of local building materials, it is in the urban areas that the worst housing problems exist, and where Government, with its limited resources, must concentrate its direct assistance over the next five years.

- Government is aware of the serious shortage of housing for low income groups in and around Banjul, which manifests itself in overcrowding, high rents and insanitary conditions. With an urban population growth rate of 3% per annum, it will be Government's policy to direct attention towards encouraging self-help housing improvement by the lower income groups.
- With regard to both public and private sector housing development, Government will contribute through research and the provision of low-cost building designs, construction technique, and the production of local building materials such as fired bricks, fibre board from groundnut shells, wall and floor tiles from kaolinitic clays etc. Government will also contribute towards the training of construction manpower, and the provision of housing finance. It is estimated that housing construction in the Banjul/Kombo area will increase from 120 units per annum to 350 units by 1980, making a total of 1,000 units during the Plan Period.

6. PLAN TARGETS AND INVESTMENT

The Plan envisages a total investment of approximately D150,000,000 over the 5-year period. For the next five years the targets are:

- A 24.9% growth in Gross Domestic Product ie an annual growth rate of 4.5%.
- 35.8% growth in private consumption ie 6.3% per annum.

- Increase in total gross investment, as a proportion of GDP, from 12.6% to an estimated average of 17.1%. Public sector investment is projected to rise to 135% by 1977/78.
- Diversification away from groundnuts so that the industry's contribution to GDP falls from 35.1% to 31.4%.
- Increases in exports and invisible trade surplus by 12% and 46.9% respectively. The latter would be largely influenced by tourism expansion.

Investment by sector is as follows:

	Sector	Total Investment	Percentage
1.	Agriculture & Animal Husbandry	D22,000,000	14.9
2.	Forestry, Fisheries and Mineral Resources	10,320,000	6.8
3.	Manufacturing and Commerce	3,099,000	2.2
4.	Building and Construction	4,470,000	3.1
5.	Tourism	4,693,000	3.2
6.	Transport	29,895,000	21.1
7.	Public Utilities	23,686,000	16.6
8.	Education	4,549,000	3.3
9.	Health	13,490,000	9.5
10.	Housing and Social Welfare	2,051,000	1.3
11.	Central Government	11,602,000	8.1
12.	Quasi-Government, N E S	1,650,000	1.1
13.	Local Government and Rural, N E S	5,388,000	3.6
14.	Environment and Urban, N E S	7,695,000	5.1
	Total	D144,588,000	

Estimated growth rate per annum in the productive sectors (in terms of value added) is:

1. Agriculture and Animal Husbandry - 4.7%
2. Forestry, Fisheries, Mineral Resources - 10%
3. Manufacturing and Commerce - 4.5%
4. Tourism - 12%

7. PLAN ADMINISTRATION AND REVIEW

The first National Development Plan is a systematic effort to clearly define rational and effective development policies and present a realistic programme of action for achieving policy objectives. The Plan, however, should be regarded only as a first step in a continuing and evolving process of the management of change and of our resources. The Plan is not a fixed unchanging document produced by bureaucrats and designed to solve all development problems without the active involvement and participation of the people. It has been produced in consultation with various groups of people in Banjul and in the Provinces, and is meant to be reviewed and reprogrammed to reflect changing needs and priorities. To this end, participation in the identification of projects at grass roots level will be maintained and encouraged through the Divisional Development Committees, in which the chiefs and Area Councils are represented. The planning machinery at the central level will be continually refined and strengthened in order to make national planning successful and meaningful. In particular, the project planning capacity of the Planning Ministry will be considerably improved over the Plan Period, and funds set aside for commissioning various studies. The UNDP is already assisting in the provision of personnel and in training facilities, and it is planned during the next annual plan review to produce a second volume

dealing specifically with detailed programmes and projects as identified in the General Analysis or first volume. There are, however, a number of preinvestment studies still in the pipeline, and detailed costings of certain projects, are yet to be completed. It will be the task of the Ministry of Economic Planning to ensure the early completion of these studies and programme them for implementation as soon as possible.

Without planning and management discipline, however, the objectives of the First Plan will not be successfully achieved within the Plan Period. Co-ordination at all levels and disciplined plan modification and review are of vital importance in this regard, and the new planning apparatus, consisting of the National Planning Committee, the Central Review Committee, the various Sectoral Committees, and the Divisional Development Committees, will be serviced by the Ministry of Economic Planning to ensure continuous review of Plan performance and consistency with Plan objectives and strategy. The Planning Ministry will also publish an annual plan review during each Budget exercise, summarising agreed amendments, new information, and deviations from the original programmes. These reviews will be submitted to the Cabinet. Successful implementation of the Plan will also require improved project management, active discouragement of "ad hocry", and development of planning capacity in the key Ministries, continuous consultation during implementation, and the development of multi-disciplinary planning, in particular, closer co-ordination of development policies and strategies with social development, national physical planning and the management sciences. The statistical services will also be the subject of continuing improvement.

PHILOSOPHY OF THE PLAN

The central philosophy of the new Plan is based on rural development, popular participation and self-reliance or "Tesito". As His Excellency the President of the Republic stated in his New Year Message to the Nation, the production of the Plan is not an end in itself; it is only with the mobilization and active participation of the people that the objectives of the Plan will be achieved. To enable the people to participate fully in national reconstruction, however, the following elements are absolutely essential -

- Democratic participation at all levels of decision-making.
- Improvement in planning and administration at Divisional and village level, and phased decentralisation of local administration.
- Political commitment by Government, and the people to the goals and philosophy of the Plan.
- Reorientation of our educational system to prepare our people for change and for self-reliance.
- Improved organisation and discipline.

Without education, organisation and discipline, we cannot become a prosperous and self-reliant nation. Our survival as a nation will be guaranteed once these three major requirements are satisfied.

Successful implementation of the Plan and of Self-Reliance also means less dependence on foreign assistance and increasing reliance on our own efforts and utilisation of our human and material resources. This does not mean that we do not require external assistance; it simply means that, ultimately, our development is our own responsibility and that we cannot (indeed, should not) rely on others to think or plan for us. We must develop the necessary confidence and local expertise to plan, manage, and innovate; to adapt or indigenise technology to our own needs, and to reorientate our institutions to meet new challenges. As Mao Tse-Tung once said, you can only effect change by actively participating in the transformation of reality.

In conclusion, Mr Speaker, I wish to underline the importance which Government attaches not only to development planning, but also to the full participation of the people of this country in the socio-economic development of our country. I wish to take this opportunity to thank the UNDP and its Resident Representative for their unfailing interest and for their valuable assistance in the preparation of the Five Year Plan being laid before the House today. I also seize this opportunity to thank the UK Government for making available to us the services of the former Chief Economist, who was largely instrumental in the production of the draft Plan.

Finally, I wish to thank all friendly countries and multilateral agencies which have contributed to the financing of major projects in the Plan, and to the provision of technical expertise.

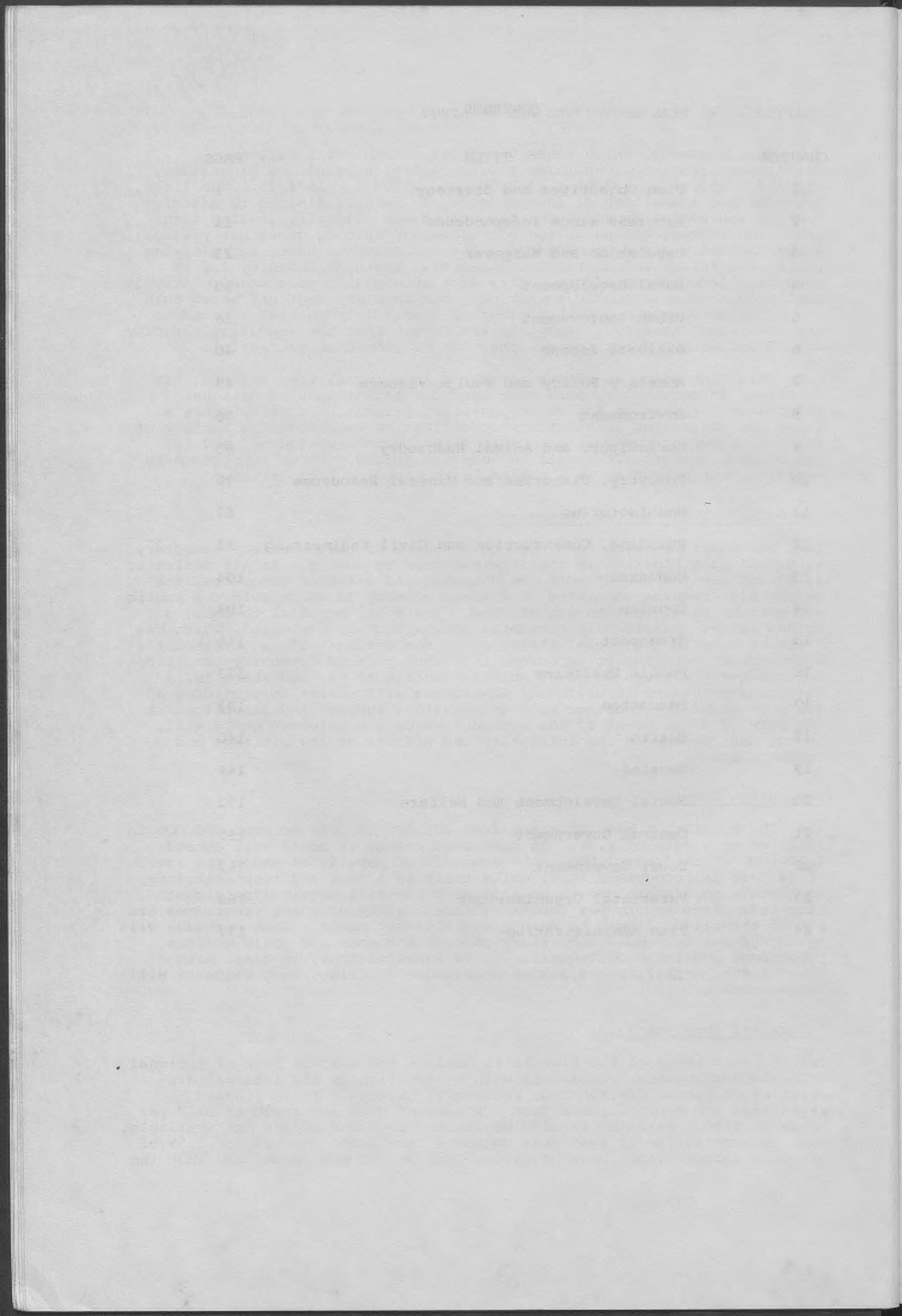
Mr Speaker, we have a lot to do. I hope that this week and in future, every Member of this House will strive to understand the problems and opportunities before our people. I rely on my colleagues to explain and popularise this Plan, involve themselves in the self-help activities of their constituencies, and co-operate for its success. We have prepared the principles and the organization for further development, let us go forward to even greater efforts in the years ahead. As the President has said, we must choose to go forward.

Mr Speaker, Sir, I beg to move.

de la faveur de l'ordre et de la justice. Il est à noter que les deux dernières années ont été marquées par une croissance importante des émissions d'obligations et de titres de créances, et que le taux d'inflation a atteint un niveau record de 10% en 1985. Ces tendances sont préoccupantes pour l'économie et pour l'avenir du pays. Il est donc essentiel de prendre des mesures pour réduire l'inflation et pour assurer la stabilité économique. Cela nécessitera une politique budgétaire prudente et une régulation efficace des marchés financiers. Il est également important de renforcer les institutions financières et de promouvoir l'innovation et le développement technologique dans le secteur bancaire.

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CHAPTER 1 - PLAN OBJECTIVES AND STRATEGY

1.1 This document, which makes the first attempt at a National Development Plan, follows three public capital expenditure programmes, 1963/64 - 1966/67, 1967/68 - 1969/70, and 1970/71 - 1974/75. The first, covering the transition to Independence was largely limited to administrative and social expenditure, the second was primarily dealing with improving communications in the Provinces and raising groundnut yields, while the third aimed at broadening the agricultural base, reorganising public utilities, and increasing the public sector's capacity for an expanding development effort. They were attempts to programme relatively easily identifiable public sector projects in a way that reflected both the broad development opportunities and constraints related to finance and executing capacity. Except to the extent that the executing capacity was consistently overestimated, they can be judged as successful.

1.2 This Plan makes an effort to take a substantial step forward. It involves, in particular, much more specific definitions of national objectives, priorities and where possible, targets. It establishes a frame for maximising integration, co-ordination and executing ability of the public sector, as well as a more direct consideration of, and for the private sector. It should be seen and judged, not as a programming exercise, but primarily as a national statement of firm intent.

The Political and Social Framework

1.3 The Gambia remains committed to a system of parliamentary democracy with full participation in the international community. In its desire to fully utilise the use of both the domestic and external resources, the nation also remains committed to a mixed economy in which both the public and private participation are allowed. There is, parallel to this, a strong belief in self-help community action, namely "Te Sito", which has a strong base in the social structure of the nation. It is Government's intention to continue to encourage this constructive community tradition so that every citizen can feel able to contribute to, and share in, a lasting improvement in welfare. Government will assist in providing a frame of stability together with stimulation, support and direction but the rate of development of the nation towards its selected goals will, in the end, depend on the initiative and efforts of its citizens and communities.

Population Growth

1.4 The population has increased from 405,000 in 1967 to over 500,000 in 1974, or at a rate of 2.8%. On predicted trends it could well exceed 1,000,000 by the year 2,000, with some 38% of population under the age of 14. It is recognised that, while there is a need and responsibility to contain population growth to a level which will permit significant long-term increases in per capita welfare, family planning programmes are not of themselves likely to have a significant impact. Such services will be introduced only as a subsidiary part of a mother and child welfare programme, available on request. It is expected that, in time, with lower infant mortality and higher standards of living, such requests will become common.

Income and Employment

1.5 A basic tenet of the Plan is to achieve the maximum rate of national economic development, consistent with a reduction in the internal disparities of income distribution and social harmony. It is planned to raise real per capita income from its current D293 per annum to D317 per annum by 1980. Detailed figures of income distribution are not available. Such information as is available suggests that 2,000 persons, or 1.5% of the male labour force, have an income over D6,000 per annum, and that the

average per capita urban and rural incomes are D730 and D190 respectively. The overriding national objective which runs throughout the Plan is to reduce this disparity by enhancing the socio-economic development in rural areas, permitting only that urban development which is clearly not undertaken at the direct or indirect cost to the rural development. This emphasis on rural development involves a complex of strategies, including priority to educational and agricultural development, rural communications, utilities and social services, decentralisation of administration, and the creation of alternative growth centres to Banjul. Particular attention will be paid to rural-urban disparities in incomes and prices. As the rural communication network improves, price differentials will fall; and as the National Trading Corporation expands its rural retail network, it will exert a further downward pressure on prices. Agriculture pricing policy, for both the agricultural inputs and outputs, will also be given closer attention. The provision of adequate but realistic incentives to farmers will be a crucial element in rural development. As to public sector employees, Government will take a lead in having special inducements in favour of rurally based officers, both to compensate for price differentials and provide incentive for rural service.

1.6 Unemployment and underemployment are important but complex problems in any developing country. Open unemployment in The Gambia would seem to be concentrated among the 15-40 age group in the Banjul Kombo St Mary area, and is partially seasonal. This will be tackled by orientating the educational system to reduce the number of school leavers who will not be readily employable (this applies in particular to Technical Secondary School output) and by increasing the provision of wage employment opportunities in rural areas. The extent to which the latter is likely to be achieved during the medium term period is limited, though any magnetic effects of urban growth should be more than counterbalanced by the Plan proposals for rural development.

1.7 Underemployment, partly seasonal, is the principal characteristic of the informal urban and rural sectors. Particular attention will be paid to the potential of small indigenous entrepreneurs in the informal urban sector (for example, by the provision of an advisory service), and much of the agricultural effort will be aimed at providing opportunities for increasing the productive labour input by the smallholder (for example, by introducing a second crop where the seasonal labour inputs differ from those of groundnuts).

Organisation of Economic Activity

1.8 The Gambia has chosen a mixed economy enjoying a wide range of institutional arrangements - single owner businesses, partnerships, co-operatives, statutory corporations, government and private companies. Government influence varies from merely licencing at one extreme to monopoly control in the other. While formal and informal private sector will continue to play the predominant role in agriculture, manufacturing, commerce, housing and tourism, Government direction and support will increase. This will principally take the form of credit facilities, advisory services, supporting infrastructure, and project feasibility evaluation. Particular attention will be paid to agriculture, agro-industry, and the informal commercial and manufacturing sector. Fair competition will be encouraged as the basic price regulator in commerce and manufacturing.

1.9 Since major expansion in the role of the co-operative movement is proposed as a supporting element in agricultural development, first priority will be given to the consolidation of finances and management of the movement. The physical facilities available to it will be improved and its role will expand from groundnut marketing into the provision of medium term credit and the supply of inputs for the farming community.

1.10 The parastatal sector has grown rapidly in recent years, both by the conversion of certain Government departments into statutory bodies and by the creation of public or joint public/private enterprises. Future Government policy involves the creation of one overseeing body for the Government's portfolio. This will be a statutory body which, depending on the nature of supervised piece of the portfolio, will have an executive or advisory role. It will also act to stimulate new private or joint enterprise. Two further statutory bodies and two public companies will be created: a Civil Aviation Authority, a Telecommunications Corporation, a company which will operate a national bus service, and a company to mine "black sand" deposits. Subject to further study, responsibility for urban sewerage will be transferred from local councils to the Gambia Utilities Corporation in the early 1980's.

1.11 There currently exist two Marketing Boards, the Gambia Produce Marketing Board and the Cattle Marketing Board. The former, a large and long established organisation, deals principally with the transport, processing and export marketing of groundnut seed and oil. More recently, it has added cotton marketing and rice and fertiliser importation to its functions. This will continue. Responsibility for emergency food storage will be added when the two bulk stores to be constructed for this purpose are completed. The Cattle Marketing Board has as yet inadequate management capability and facilities to operate effectively. A high priority will be given to overcoming these inadequacies during the first two years of the Plan Period. Government will remain directly involved in the marketing of vegetables and rice, and will improve the facilities available for central wholesale marketing of both the local and imported goods.

1.12 A Price Control Unit monitors existing regulated retail prices for certain basic commodities. This monitoring will continue, but excepting rice and groundnut oil, prices will not be subsidised below market prices. In order to avoid economic distortion, price controls will be kept under continuous review. They should be arranged so as not to discourage the farmer growing and selling surplus produce locally, allow the commercial sector a reasonable operating margin, and be capable of effective enforcement. They cannot combat the effects of international inflation which is primarily a monetary and fiscal concern, supported by local wage adjustment. Formal decimalisation of all weights and measures will be introduced towards the end of the Plan Period.

Distribution of Economic Activity

1.13 The promotion of better living conditions throughout the nation, and more particularly the containment of rural-urban drift, requires a clear policy on the physical distribution of the development effort. The main features of this policy are: firstly, priority attention to rural areas by giving natural resource, and rural economic, administrative and social service sectors first call on available manpower and financial resources; secondly, building up two growth centres within the rural areas which will serve to counterbalance the attraction of the Banjul area; and, thirdly, restriction of development in the Banjul-Kombo complex to that which does not directly or indirectly detract from any element of rural development. This means that many urban "needs" will be foregone in order that rural programmes can be undertaken. The connection between the foregone urban development and rural development may be vague, but with very few exceptions it is there and it is real.

1.14 The number of growth centres is essentially limited to two. They have been fully identified as Farafenni and Basse. For these strategically placed centres, the supporting economic and administrative infrastructure will be selectively boosted. Private enterprise will be encouraged to follow the Government's lead.

1.15 The Government recognises that in the longer-term interests of the nation it has the responsibility for stimulating not only the exploitation but also the development and conservation of the natural and social

environment. Care for the future of the natural environment is vital for any country in the Sahel, an area so susceptible to deterioration and destruction if misused. Such care is particularly related to action in forest coverage, animal grazing, bush-fire control, ground and surface water, marine exploitation, and wildlife preservation.

1.16 Regarding social environment, and bearing in mind that culture is a changing phenomenon, the policy of development and promotion of African values will continue. This will involve both the physical and institutional developments, in particular the establishment of a National Cultural Centre and a Multi-Purpose Stadium.

Macro-Economic Policy

1.17 Monetary policy, a responsibility of the Central Bank, will involve in particular containing domestic inflation. It will also help to promote domestic saving that may then be channelled into productive investment in the rural sector, monetise the economy, and increase the operating efficiency of the banking community to the extent that this is consistent with the maintenance of monetary stability. The Central Bank will also pay particular attention to increasing the Dalasi return on its reserves of foreign currency.

1.18 Levels of taxes, duties and fees will in toto, taking one year with another, reflect the minimum financial requirements of Government. Sources of revenue will however be regularly revised to take inflation into account. The needed extension of tax base will be achieved by a selective increase of burden to the consumption rather than production. In this regard, the tax burden on the rural production sectors will be minimised. Progressivity of direct taxation will be reviewed with the aim at reducing the income inequalities. Any fiscal review must take into account both the problems of revenue administration and the need to provide incentives for growth. The fiscal incentives Development Act, 1973, and tariff protection will therefore be used to selectively encourage significant foreign and domestic investments.

1.19 Until 1973/74, the international trade account for The Gambia was always in deficit, balanced by capital inflow and invisible earnings. 1974/75 has exceptionally shown a substantial surplus on the trade account, but this is unlikely to recur during the Plan Period.

The policy will be to balance total overseas payments while stabilising the level of foreign currency reserves. The Dalasi will remain a freely convertible currency.

1.20 Diversification of the direction of trade, a feature of the last few years, particularly in relation to ECOWAS and the EEC, will continue. Cereal imports, a major feature in current trade, should fall considerably by 1979/80 and a small number of manufactured imports will be replaced by domestic manufacture. Dependence on groundnut production for foreign exchange revenue will be reduced through the growth of other agricultural, mineral, and to a lesser degree, manufactured exports.

1.21 For domestic trade, the major features will be a growth in sale of locally produced foodstuffs such as rice and fish, and the import of agricultural inputs such as fertiliser and ploughs.

Production

1.22 Fundamental to the goal of substantial rural development will be the attainment of a significant boost to agricultural production. This sector will have priority claim on manpower and other resources, and in particular public works construction capacity. Within the sector, the priority will be given to stimulation of local cereal production (to eliminate bulk imports by 1980) and a diversification of rural cash

income away from groundnuts. This will go a long way to improve rural standards of living, and in particular nutrition. Efforts in animal husbandry will concentrate on cattle marketing, particularly the marketing and the integration of crop and animal husbandry. The central feature of the agricultural development strategy will be the co-ordination and integration of the extension effort in agriculture, animal husbandry and co-operatives. Particular supporting programmes will be designed for credit supply, functional literacy for the smallholder, input supply, applied crop research, and cattle stock improvement. The primary constraint in the execution of this strategy will be high and middle level managerial and technical manpower. In the short-term, a high proportion of the former will have to be recruited abroad. The study and development of ground and surface water resources will continue.

1.23 Controlled exploitation of marine resources will be increased, primarily through a bolstering of the extension coverage of artisanal fisherman and an improvement in the marketing infrastructure in rural areas. More regional co-operation is hoped for. Forestry plantation development will continue and the introduction of village woodlots in selected areas will be encouraged to ensure adequate wood supplies for future domestic needs. The major feature of mineral development will be the exploitation of 'black sand' deposits. The practicality of extracting kaolin for local ceramics production will also be tested.

1.24 The development of the tourist industry will continue with a 50% expansion during the Plan Period. This will involve primarily the provision of certain infrastructure on the coast, certain credit facilities, and a new training school. Physical Planning controls will be reviewed but certain aspects of the Bafuloto studies will be implemented. The contribution of industry to the economy will be maximised, and a serious effort will be made to minimise the long-term social costs. More research will be undertaken on the strategy required for this alleviation of social costs.

1.25 Industrial development in The Gambia is not, and will not be, a substantial employer for the foreseeable future; and as a sector, it does not claim as high a priority as agriculture. It is not, however, to be disregarded. Those industries which are labour intensive or involve the processing of natural resources will be encouraged. In certain limited cases (for example, alcoholic beverages) there will be significant import substitution. The possibility of a purely private sector, export oriented mineral oil refinery will be pursued as long as clear benefits to the nation seem likely to accrue. The existing small industrial estate will be expanded, but every effort will be made to encourage new industries to be located in either Farafenni or Basse. The proposed new National Investment Board will be intimately involved in the promotion and support of new private investment in this sector.

1.26 The development of the informal indigenous manufacturing and commercial sector has long been neglected, despite it being a much more substantial employer than its formal counterpart. A pilot Indigenous Enterprises Advisory Scheme will evaluate and test the most effective ways of advising and supporting this sector, and a small number of low-technology regional training centres will be established. The systematic development of domestic commerce, and in particular wholesaling, will require some widespread study. The recently established National Trading Corporation will continue in fair competition with the private sector, although its activities will require periodic review. The Commercial and Development Bank will increasingly become the agent supervising public credit facilities for agriculture, industry and tourism.

1.27 Expansion of the capacity of the construction sector is vital to the implementation of a large part of the Plan. For large engineering and construction operations, such as large bridges, multi-storey buildings, urban sewerage and airfield development, international standard contractors will be used. Indigenous "labour-only" contractors will be encouraged to

undertake urban public sector building, and to improve their management and financial position so as to become full contractors. Low-cost housing development will, in time, provide a boost to this sector. Self-help building construction and maintenance will be encouraged under the community development umbrella. Attention will be paid to improving productivity throughout. However, the Public Works Department is particularly in need of significant equipment and management input. A new Police Force Construction Unit will be established for minor rural works activity.

Economic Infrastructure

1.28 Investment in infrastructure - roads, electricity, water supply, telecommunications - will be used as a means of basic policy to reduce the existing urban/rural imbalance. The investment will be directed so as to ease existing serious bottlenecks and stimulate potential productive activity in the rural areas. Investment in transport sector will pay a particular attention to the promotion of integration of road and river facilities. Any duplication between the two will be avoided. The policy of subsidising rural public utilities will continue.

1.29 Urban infrastructural development will be dominated by four large projects: the first stage of a reticulated sewerage scheme for the City of Banjul, expansion in water supply, improvement in the Banjul to Serrakunda road, and the provision of an integrated infrastructural complex for tourism development at Kotu. The investment at Kotu can be regarded as a fully productive investment, and the road, water and sewerage development cannot be deferred without very serious national repercussions. These investments are being kept to the minimum, and largely due to the use of external contractors, their implementation will not reduce the executing capacity to be directed to the rural areas.

1.30 Non-urban development in this sector is concerned mainly with communications support for productive activity, and more generally for improving the quality of rural life. The bulk of the remaining 25% of the trunk road system will be constructed to give full East-West Road communication. North-South national and international communication across the River Gambia will be improved by substantial new developments on the Banjul-Barra Ferry and improvements in facilities, fixed and mobile, at the various other crossings. A major bridge over the river at Yellitenda, as a part of the Trans-Gambia highway, will be commenced in 1978 for completion early in the next decade.

1.31 Secondary and feeder road development, although perhaps less emphasised, is equally important. Certain areas of the country in particular West Kiang, remain isolated from both the major and minor road links. Feeder road development will, therefore, be directed towards easing the existing transport constraints to farmers, and towards acting as a catalyst for the development of those areas which appear to have a comparatively high agricultural development potential. Linked to this will be a rehabilitation programme for selected river wharves, needed for the implementation of planned movement of a high proportion of heavy goods (construction materials, fertiliser, cattle etc) by river transport. Two small provincial road bridges will also be built if resources can be made available during the Plan Period.

1.32 Use of the existing roads for passenger traffic will be assisted by the establishment of a National Road Transport Corporation which will operate scheduled public bus services along the two main trunk routes. Use of the river will be maintained by a replacement of the existing passenger ship, "Lady Wright", the only regular link along and across the river for many communities. Cargo services on the river, currently largely limited to groundnut evacuation, will be expanded to include cattle evacuation and the regular transport of construction materials, foodstuffs and trade-goods by scheduled barge service. Banjul port

facilities, recently the subject of major expansion, is likely to require further significant investment during the Plan Period.

1.33 Air transport facilities are limited to the International Airport at Yundum, near Banjul. Terminal and navigational facilities are now being improved and the runway will undergo substantial reconstruction and extension in 1976/77. The latter investment is necessary to bring the airfield to the standard required for the aircraft being used by scheduled airlines and tourist charter operators. It is an essential prerequisite to substantial further development of the tourist industry.

1.34 Urban telecommunications development will be limited to marginal extensions to the present system to meet demand for the service. A new international VHF link with Senegal will be established. The existing rural radio telephone system, now at the end of its operating life, will be replaced by a new largely automatic UHF/VHF system which will provide reliable 24 hour voice links between the population centres in The Gambia.

1.35 Electrification of provincial centres will be expanded at Basse, Sapu, Kerewan and Kaur. Brikama will be linked to the Banjul power network. Village water supplies, often inadequate in volume and quality, will be improved by a co-ordinated programme of well construction and improvement. The Community Development Department will pay particular attention to village human waste disposal, vital for health improvement.

Social Infrastructure

1.36 The basic policy is to begin a cost effective approach of the provision of, and support for, education, health and social welfare facilities. That is to help as many people as possible to improve their present and future standards of living within the limits of available resources. This implies careful functional and geographical selectivity. In all cases the primary constraint on expansion is trained manpower to occupy and operate the facilities.

1.37 Hitherto, basic education prepared Gambian children for further formal education, culminating hopefully in employment in the formal sector, largely the civil service. This no longer adequately fulfills the needs of the nation. The structure and content of the system will, therefore be reoriented towards the preparation of youth for productive living - and for most people this will mean the rural areas. The volume, and in particular the quality of rural primary education will be improved in this light, while secondary and tertiary education will be geared towards the technical and managerial requirements of our society. The priorities in primary education will aim at improving the quality of the teaching staff, the curricula they use, and the buildings they work in. Development of secondary and tertiary education will involve reform reflecting the quantitative needs of the society for different skills at different levels. In certain areas there are already surpluses, manifesting themselves as restless unemployed youth, and in certain areas, such as fully skilled artisans, serious deficits exist. Nothing is more important to the future stability and welfare of society than to get this balance correct.

1.38 The specific programmes emanating from the above strategy include a primary school improvement programme, replacing temporary structure with simple permanent and equipped buildings; a curricula reform programme for these schools with the introduction of a new range of specially designed printed materials and teaching aids; a wide ranging educational broadcasting unit servicing school-children and adults; and an expansion and reorientation of the vocational training school to give sandwich upgrading courses.

1.39 For health and social welfare services the broad objective must be to obtain the maximum reduction in physical and mental suffering that can be achieved with the resource that can be made available. In the context of The Gambia, with infant mortality of 45 per 100, this means broadly two things: reaching a large number of people with simple but cost-effective services, and paying considerable attention to preventive measures. The primary constraint to doing this quickly is the output of trained Gambian paramedical personnel, and not the physical facilities. A first priority is thus expansion in staff training but the output will not be forthcoming in significant numbers for some years. In the interim, certain programmes can make a vital contribution to improving the base; hospital facilities at Bansang will be expanded to make a proper second referral institute; and a new M C H network created by building up selected clinics and dispensaries, as well as by enlarged Health Centres. Those diseases which can be eradicated by simple measures will also be dealt with. Preventive medicine will involve both propaganda and investment. The former will involve both the specific measures, such as educational broadcasting programmes, and a purposeful effort by all extension officials and charities. The investment involves sewerage and water development which is noted in more detail elsewhere.

1.40 To the extent that the social development of the nation becomes out of step with the economic development effort, it will apply a strong brake on this effort, and in doing so be a source of considerable distress within the community. To achieve the kind of balance which will tolerate relatively rapid increase in national welfare will require considerable attention to be paid to understanding the existing social system, urban and rural, isolating those elements which must be preserved, and identifying a formal and informal institutional framework on which a developing society can build. This will require study which will take some years. But whatever the results, the match will never be perfect and certain elements of the community will always require social welfare assistance. Parallel to these studies being undertaken, the small Social Welfare Department will be strengthened through a modest training input. There will also be some related developments in low-cost housing, and facilities for cultural activities.

1.41 The Community Development Department has a unique role to play in furthering the cause of rural development. To date its actions have been limited in scope. It requires a substantial bolstering in facilities and particularly in trained manpower. An experienced management input is required both to identify cost-effective programmes of action and to develop implementation capability.

Administrative Infrastructure

1.42 The system, the structure and the efficiency of the Public Service, and of its development administration component in particular, are recognised as being fundamental to the achievement of a sustained socio-economic growth. In the existing system of the Public Service, these features are outstanding: a rapid and almost complete Gambianisation during the last decade, the formation of a number of new Ministries, Departments and parastatal bodies, and a substantial political advance. The latter has at its various stages caused or stimulated the reviews and change in the country's administrative structure.

1.43 This structure and its manpower content have recently been the subject of a Manpower Survey. This survey indicated that at the top management level there was a considerable amount of high academic and professional qualification, and that formal training in practical management skills was generally lacking. Moreover, there was a very serious shortage of appropriately trained middle-level technicians and executives.

1.44 High priority will, therefore, be accorded to both the technical and managerial training for all sectors during the Plan Period. Central management training will be undertaken in a new Management Institute, primarily for the public sector, to be established at Yundum in 1976/77. Overseas training will be limited to those fields where a priority manpower need is identified but the required in-service or institutional training facilities are not available within the country. A programme of structural reform will be instigated in 1975/6 to counter the shortcomings noted above. Financial and personnel discipline will be tightened on a broad front.

1.45 The use of fixed physical infrastructure for Central Government is determined by the need to rationalise the distribution of personnel so as to centralise senior administration personnel in the centre of Banjul and disperse technical support personnel to existing buildings on the periphery of Banjul, or to new buildings 10 miles out of Kanifing.

Total accommodation will be substantially expanded with the completion of the new Quadrangle block in 1977/78, and the construction of a new block in Kanifing for Building Control, Lands and Survey Departments in 1976/77. There will also be a number of alterations, expansions and relocations to existing buildings to improve the efficiency in usage of these assets. The old College of Yundum will be converted into a Management Training Institute, primarily for the public service, in 1976/77. Preparations will be made to move the Ministry and Department of Works from Banjul to Kanifing early in the next decade. The central housing pool for expatriate employees and advisers will be expanded by adding the units in the Yundum field station, and building a small number of new units near Banjul.

1.46 Expenditure on new non-fixed assets, such as vehicles, will be minimised and carefully directed to those who both efficiently utilise vehicles currently under their control and have a proven need.

1.47 The Legislature of The Gambia currently operates in what is essentially a temporary building. An international architectural competition for a design for a modest new building - to be completed in 1977/78 or 1978/79 - will be undertaken in 1975/76.

1.48 The Judiciary will expand its Provincial presence with the establishment of two residential magistrates, one in Kerewan and one in Basse. This will allow partial phasing out of the travelling magistrate, and allow Divisional Commissioners to pay more attention to their developmental co-ordinating and advisory roles.

1.49 The Police Force will continue to expand its rural presence at a moderate rate. New general duty stations will be built at Kartong and Diabugu, and rural barrack facilities for the Field Force will be constructed. A new Police Rural Construction Unit will be established, primarily to assist the rural community in small civil engineering projects. This Unit will require a substantial equipment and technical assistance input during the first three years of the Plan. Both the Fire Service which serves Banjul and the Kombos, and that for Yundum International Airport, will require substantial input of equipment during the Plan Period in order to maintain minimum standards. Only one further customs post is justified, namely Giboro, South of Brikama.

1.50 Public Information Services will be marginally expanded to ensure full and effective use of the new Radio Gambia transmitters due to come into service in 1975/76. They will, for the first time, give reliable national coverage and will be used primarily for various forms of educational broadcasting for the rural population. There will be a modest increase in the size and operations of the Department of Surveys, Lands, and Physical Planning. The Department of Surveys has a programme of work stretching well into the future.

1.51 Postal Services will develop to offer a better service to those outside Banjul. New stations will be opened in Serrakunda. Farafenni and Georgetown, and the vehicles of the new National Transport Corporation will be used to supplement the M V Lady Wright as a media for collection and distribution. Particular attention will be paid to increasing Saving's Bank and local philatelic business.

1.52 Development of Local Authorities will for the next five years concentrate on the rationalisation of their existing activities and the training of their managerial and technical staff. Until the results of this effort are seen towards the end of the Plan Period, their contribution to the national development effort cannot be significantly increased. Parallel, but not duplicating this effort, the advisory activities of the recently established Divisional Development Committees will be tested and built upon. By 1979/80, they will have limited executive functions.

1.53 The last five years have seen a rapid expansion of the parastatal sector under various guises. The next five years will be much more a period of consolidation. Only three further statutory public bodies will be established, a National Investment Board to supervise the existing public portfolio, a small Civil Aviation Authority, and an organisation, as yet not fully defined, to operate telecommunications.

The Future Planning Effort

1.54 While the formulation of this document has necessitated an abnormally high planning input for what is still a small administration, it is considered vital that a significant central planning function continues. This will involve modest staff recruitment and training for detailed programming and reviewing of resources required for the implementation of the accepted sectoral strategies, readjusting the structure and balance of the Plan according to new situations, reviewing the rate of achievement of stated objectives, and attacking bottlenecks to Plan implementation. A large volume of detailed project preparation remains to be done. The Ministry of Planning will produce a detailed annual review of Progress, Problems and Prospects, and a total reprogramming of all projects in June 1977.

CHAPTER 2 - PROGRESS SINCE INDEPENDENCE

Situation on Independence

2.1 In February 1965, when The Gambia achieved Independence considerable doubt was expressed by many observers as to whether the new nation could survive. As a very small country wholly dependent on one cash crop, and still in receipt of substantial budgetary assistance, with the heights of both the Civil Service and Commerce dominated by expatriates, and with few resources other than its people and its river, the new Government faced a considerable challenge.

2.2 To meet the aspirations of the people, the policies agreed upon were:-

- 2.2.1 Increased economic independence.
- 2.2.2 Opening up of the hinterland.
- 2.2.3 Gambianisation of the economy and administration.
- 2.2.4 Maintenance of a free and just society.

In the event these policies were adhered to and, in most cases, met with significant success.

Population Manpower and Employment

2.3 Population increased from an estimated 387,000 in 1965 to 525,000 in 1975. The 2.8% p a growth rate during this period can be attributed to both the natural growth (2% p a) and net immigration. With the decrease in infant mortality rates and a slight change in longevity, the proportion of the male adult labour force in the total population fell from 32% to 30% over the 10 year period. Moreover, while wage employment increased at approximately 8.5% p a (see Table 2.3 below), the labour force grew at approximately 2% p a. Some 90% of this employment increase was in the public non-productive sectors.

Table 2.3 - Changes in Wage Employment 1965-1975

	1965 March	1970	1975
Total Wage Employment	11,000	12,400	22,200
of which: Public Sector	5,700	7,000	16,400
Private Sector	5,300	5,400	6,800

2.4 In the private sector growth in wage employment was largely due to the rapid development of a tourist industry, and to the development of a number of small industries. The large public sector growth was a result of administrative expansion as the role of Central Government expanded and the establishment of a number of new parastatal organisations. The phenomenon of unskilled urban unemployed youth has appeared during recent years, and while it is not as yet a serious problem, employment creation for this group looms large as one of the socio-economic issues that must be attacked urgently. The militancy of organised urban wage labour is also increasing and the labour machinery for handling the inevitable situations has not yet been fully developed. A related problem is that a small proportion of the lowest-paid of the urban work force are non-Gambian West Africans.

2.5 In 10 years, the number of self-employed farm families has increased from 25,000 to 33,000 and the number of temporary immigrant farmers from 12,250 to 13,500. Estimates of the area cultivated per farm family indicate that this has fallen from 10 to 8 acres, and while there remain certain areas which are not fully exploited, the opportunities for extensive shifting cultivation have been substantially reduced. Economic activity is highly seasonal, tied to groundnut sowing and harvesting, and there remain considerable periods of labour underutilisation.

Redistribution of Income

2.6 Too little data is available to indicate accurately how the income distribution has changed over time. There has been a substantial transfer of foreign owned assets to public ownership, notably in groundnut transport and processing. All but two of the foreign trading firms operating in The Gambia have withdrawn. The vacuum of activity, and thereby income, have been filled by local entrepreneurs and the Co-operative movement. The proportion of the groundnut crop purchased by the Co-operative movement for sale to The Gambia Produce Marketing Board has increased from 27% in 1965 to an estimated 44% in 1975. The proportion of the import trade handled by locally owned firms has likewise increased from 30% in 1965 to 50% in 1975.

2.7 The real value of subsistence and cash crops produced by smallholders has increased, in per capita terms, by 40% over the 10-year period and industrial and service activity in the formal sector has increased noticeably. Most of the small private modern industrial sector is partly or wholly foreign owned. The tourist sector is a recent development which already makes up some 30% of all commercial and industrial investment. Some 42% of this is foreign owned, but in the labour intensive supporting service industries, such as taxis, local ownership is dominant.

2.8 The standard, and more particularly the coverage of social services has improved dramatically in rural areas, the number of rural health stations having increased from 66 to 80 and the number of primary schools (permanent and temporary) from 83 to 94. Substantial subsidies are also now given to water and electricity supplies in seven provincial centres. Many sub-economic services (postal, steamer service, telecommunications etc) are also now subsidised as partial social services.

2.9 The total number of persons estimated to have annual incomes over D6,000 is currently 2,000, or some 1.5% of the labour force. Of these some 300 are expatriate. Since the depreciation of the pound sterling, and hence the Dalasi, the latter has more than restored the status quo in March 1973. Together with other administrative measures, this has helped to some extent in checking the rate of imported inflation.

The Public Sector

2.10 The most dramatic economic development during the last decade has, doubtlessly, been the expansion of the public and parastatal sector to the point where it is involved to some degree in almost every economic activity. Government, that is Central and Local Government agencies, have expanded their contribution to the national product from 13% to 18% over the last decade. Nearly all the existing parastatal bodies have been created over the last five years, some as conversions of sections of general government and some as new agencies.

2.11 Central Government Recurrent Expenditure has risen over the period from D13.4 million to D27.6 million, showing a real average growth rate of 2% per annum. Revenues have grown faster than expenditure, enabling the elimination of foreign assistance to the recurrent budget (1968). Capital expenditure increased from a level of D5.8 million to D15.8 million per annum. Of a total capital expenditure of D83.5 million over

the 10 years, some D38 million has been financed by external aid but, due to the concessionary terms, annual debt service payments have only recently risen to D1.0 million.

Growth and Investment

2.12 Investment over the decade has been dominated by public sector communications development, and more recently by private sector investment in hotels, tourist services, and urban housing. Investment in agriculture has been affected by a drought during 1967-73. Gross Domestic Product has risen from D57 million in 1965 to an estimated D153 million in 1975 - at constant prices an average of 4.7% per annum. Population has also been increasing at an estimated 2.8% per annum leaving an annual real growth in per capita output of 1.9% per annum, from D144 in 1965 to D294 in 1975. The latter figure is however heavily distorted by the recent doubling of the world price for groundnuts. (See Table 2.12.)

Table 2.12 - Economic Growth 1964/65 to 1974/75

Year	GDP at factor cost (D,000,000)	Average Groundnut sales price per ton (Dalasi)	Price Index*	Average real Yearly growth since 1964/65
1964/65	57	208	100	-
1967/68	66.6	266.63	111	1.7
1970/71	86	467.54	118	4.2
1972/73	93.7	453.85	133.3	2.6
estimated 1974/75	153	310	171	4.7

*The retail price index is used for deflating GDP figures.

2.13 No detailed information is available on the volume of gross capital formation but it is estimated to have increased from a level of 9.5% of GDP in 1965 to 11.0% of GDP in 1975. The level of domestic savings, and the proportion of investment which emanated from domestic savings, fluctuated with the growth of export revenue from groundnuts.

External Trade and Payments

2.14 The visible balance of trade over the decade is illustrated by Table 2.14.1. The total volume of visible trade has risen by 35% (over the eight years from '65/6 to '73/4), with exports fluctuating as a proportion of the total value from 38.2% in 1972/73 to 51.6% in 1973/74. The rise in the volume and, in particular, the value of exports (virtually all groundnuts and groundnut oil) has been dramatic in the last two years, but this increase has partially been counterbalanced by price increases in imports, in particular mineral fuels. The net result of a favourable move in the terms of trade seems likely to be short lived as groundnut prices show signs of sliding back towards more normal levels (see Table 2.14.2).

2.15 The substantial running deficit on visible trade has been financed from capital inflows, both the official aid and private funds, invisible earnings such as tourism and border trade, and investment earnings. The current account of the Balance of Payments has been in deficit for most of the last decade, although tourist receipts have recently reduced the extent of this deficit.

Table 2.14.1

Imports, Exports and the Balance of Visible Trade, 1964/65 - 1974/75

D, '000

Fiscal Year	Imports Private	Imports Government	(C I F) Total	Exports Domestic	Exports Re-exports	(F O B) Total	Balance of Visible Trade
1964/65	22,698	2,484	25,182	23,183	564	23,747	- 1,43
1965/66	25,123	3,944	29,066	25,702	746	26,448	- 2,618
1966/67	31,832	3,582	35,414	30,054	612	30,666	- 4,748
1967/68	32,768	4,833	37,601	26,065	763	26,829	- 10,772
1968/69	42,145	4,499	46,644	35,843	1,043	36,886	- 9,758
1969/70	30,593	4,952	35,545	32,111	662	32,773	- 2,772
1970/71	38,168	4,419	42,587	29,895	1,016	30,911	- 11,676
1971/72	41,550	4,666	46,216	34,502	989	35,491	- 10,725
1972/73	49,113	5,306	54,419	32,188	1,502	33,690	- 20,729*
1973/74	58,797	4,698	63,495	65,986	1,621	67,607	+ 4,112
1974/75							

Source: "External Trade Statistics of 'The Gambia'
1971/72 - 1973/74".

* revaluation, from D5 to D4 to £1 in March '73.

Table 2.14.2

Terms of Trade, 1965/66 - 1974/75

Groundnut Products	Exports			Groundnuts percentage of Value of exports	Imports Value D'000	Volume index	Terms of Trade	
	Value D'000	Volume index	Value D'000					
1965/66	24,897	100	26,448	100	94%	29,066	100	100
1966/67	29,195	128.8	30,666	128	95%	35,414	122.1	91.6
1967/68	25,248	114	26,829	119.3	94%	37,601	124.2	81.6
1968/69	34,670	136.4	36,886	133.7	94%	46,644	137.1	89.1
1969/70	31,261	101.2	32,773	105.6	95%	35,545	104.4	101.1
1970/71	28,808	79.9	30,911	87.9	93%	42,587	119.7	108.1
1971/72	33,450	102.4	35,491	106	94%	46,216	126.9	101.1
1972/73	30,546	92	33,690	96.7	91%	54,419	143.8	99.5*
1973/74	63,332	116.7	67,607	120.9	94%	63,495	147.5	143.4
1974/75								

Source: Derived from 'External Trade Statistics of The Gambia', 1971/72 - 1973/74 and 1969/70 - 1971/72.

*Revaluation from D5 to D4 to £1 in March 1973.

Note the value of exports other than Groundnut products has risen, between 1965/66 and 1973/74, from D1,551,000 to D4,275,000. This implies a doubling of the volume of such other exports, a reflection of attempts to diversify the economy. Had groundnut world prices not virtually quadrupled over the period (see Table 2.12), other exports would now represent some 14% of the total value of exports.

Growth in Production

2.16 The Gambia remains, after 10 years of independence, completely dependent on agriculture for its wealth, and more particularly on groundnuts for foreign exchange earnings. On the basis of a 4-year moving average, production has increased by about 4% per annum. However, in recent years the seeds of diversification and productive expansion have been planted. A large irrigated rice project covering 3,000 acres started three years ago is almost complete, and the development of cotton as a second major export crop is under way. A confectionary groundnut industry has been established. The production of vegetables,

both for import substitution and export, has already been stimulated and shows considerable potential. With the formation of the Cattle Marketing Board, a start has also been made on the commercial development of the estimated 270,000 head of cattle in The Gambia.

2.17 The extension services of the Ministry of Agriculture now have a solid framework in the form of six Agricultural Stations and 24 new Mixed Farming Centres. A training college, shortly to be completed, will provide for the first time domestic training facilities for middle-grade extension staff. Various specific services to the smallholder have been introduced or considerably developed, including the provision of improved seed and fertiliser for cash and food crops, training in ox-ploughing, tractor hire facilities, improved stock of poultry, and vaccination of cattle. Practical field trials have been undertaken on a wide range of crops, and considerable use has been made of the results of trials undertaken elsewhere. The soils of the country have recently been surveyed and the first phase of a study of The Gambia's water resources has been completed.

2.18 There has been a small amount of forest plantation development (2,000 acres) for future domestic consumption, and various designated areas throughout the country are now protected as forest reserves. A timber utilisation unit to exploit the plantation has been established to produce simple products (such as fence posts) for domestic use.

2.19 Fisheries has seen substantial change, with the establishment of two large commercial enterprises and the expansion in the activity of artisanal canoe fishing, both in the river and offshore. Production has risen from an estimated 15,000 tons in 1965 to 26,000 tons in 1975. Exports of fish and crustacea have risen to a value of D1.6 million. Most of the necessary research into fish reserves and fishing techniques has now been undertaken and it remains to use this information to develop the production and marketing of fish and marine products.

2.20 The Gambia's climate and proximity to Europe are major assets to tourism which has developed dramatically in the last eight years (see Table 2.21). The total number of foreign visitors rose from 528 in 1966/67 to 24,800 in 1973/74. Of these some 20,400 were on charter-inclusive tours, some 90% from Scandinavia. Also in 1973/74, some 3,000 excursionists on cruises from the Canary Islands called at Banjul. The season is limited to the cool dry period of October to late April.

2.21 Hotel accommodation increased from 167 beds in 1966/67 to 1,888 in 1973/74, of which 1,650 are suitable for charter tourists. Ownership of the hotels and tourism supporting facilities is almost entirely in private hands, with public sector activity limited to the provision of infrastructure, hotel staff training, and regulation of the industry. A Government Board has been established to co-ordinate the provision of infrastructure, a small training school opened to meet the industry's middle-level manpower needs, and extensive legislation introduced to regulate such matters as physical location and standards.

2.22 In 1973/74, gross foreign exchange earnings from tourism amounted to about D9 million, representing some 6% of GDP. Net foreign exchange earnings are estimated at about D4 million. Direct employment in hotels has increased to a current level of 1,000. Indirect employment in restaurants, shops, tour agencies and in construction, handicrafts, agriculture, transport and other services is estimated at a further 1,000 jobs.

Economic Infrastructure

2.23 An independent Gambia inherited public utilities which were almost wholly limited to the capital and operated as a small government department. Since then, a separate utilities corporation has been created for electricity and water supplies, and these services have spread

through seven provincial centres. Power consumption has increased from 9 million KWH in 1965/66 to an estimated 16.8 million KWH in 1974/75. Generating capacity has increased to 8,144 KW. The main 11 KV urban and peri-urban transmission lines are currently being replaced by 33 KV lines, and the distribution network from Banjul has been expanded to the tourist areas on the Atlantic Coast and new housing areas near Banjul.

2.24 Urban water supply development has kept pace with development but the existing underground sources of supply are now exploited to their limit and new sources are being investigated. Urban consumption of piped water has increased from 175 million gallons in 1965/66 to an estimated 460 million gallons in 1975. All consumers of piped water are now directly charged for the service. Detailed long-term plans for reticulated sewerage and storm water drainage for Banjul and Kombo St Mary have been drawn up.

2.25 A simple 6 channel VHF radio telephone and telegraph national network was installed in 1962 but as it is now inadequate to cope with demand, and is nearing the end of its useful life, a new 48-channel UHF/VHF network is now being installed. This will provide a reliable direct dialing system between all of The Gambia's townships, and should be adequate for the next 25 years. Urban telephone usage has expanded considerably from 500 subscribers in 1965 to 1,100 in 1975. During the last three years, a number of new sub-exchanges have been built or expanded, and the main telephone line network has been considerably strengthened. It will be some years, however, before all the urban requests for connections can be satisfied.

2.26 An adequate transport network is a basic pre-requisite for rural development and much effort since independence has gone into reducing the isolation of the provincial areas from Banjul. Between 1967 and 1971, the basis of an all-weather trunk network stretching along both sides of the River Gambia was established and only one section in the North-East quadrant of the country remains to be upgraded to complete this network. There has also been significant secondary road development, notably down the Atlantic coastline. The quantitative expansion is outlined in Table 15.4. Related to this, vehicle registration has increased from 1,600 in 1965 to 9,500 in 1975.

2.27 While this road development undoubtedly switched a considerable proportion of passenger traffic away from the river, the latter remained a vital factor in the evacuation of the groundnut crop. The bulk of the crop is evacuated by Gambia River Transport Company, a subsidiary of the Gambia Produce Marketing Board, and during 1965-71 its fleet of vessels was progressively replaced by modern steel barges. The one large passenger vessel on the river, the MV Lady Wright (550 gross tons), is nearing the end of its economic life, and although no longer as vital a link as when it came into service in 1950 it is a valuable social service to river bank communities. Plans have been drawn up for its replacement.

2.28 There are a number of ferry services operating across the river, the two most important being the river mouth connection (Banjul-Barra) and the Trans-Gambia Road connection (Bambatenda - 120 miles upstream from Banjul). Traffic expansion on the former has been growing at an average of 5% per annum, reaching an estimated 12,731 vehicles and 661,500 passengers in 1974/75. The latter link was substantially improved during 1969-71 with new terminals and vessels, and traffic, which is highly seasonal and 70% non-Gambian, increased rapidly to 92,231 vehicles and 83,800 passengers by 1974/75.

2.29 Apart from certain groundnut shipments made directly from Kaur some 118 miles upriver, all seaborne trade passes through the port of Banjul. A large modernisation and expansion programme was undertaken during 1971-1974 and wharf and storage facilities will now be adequate to handle traffic for some years. Ships handled have increased from 169 in 1965 to 258 in 1975. There is only one airfield in The Gambia, at Yundum

near Banjul, which deals with the international traffic. This traffic has increased from 1,320 movements in 1965 to an expected 1,800 movements in 1975, with a corresponding increase in passengers handled to 50,300 in 1975. Of these, some 21,000 or 42% are package tourists. New terminal, apron and taxiway facilities have been installed, and a new 9,000 ft runway is currently being designed. This will raise the status of the airport to Category 9 making it capable of handling all types and sizes of aircraft.

Social Infrastructure

2.30 The last decade has seen a steady increase in the volume of educational facilities available at all levels. Enrolment expansion has expanded steadily, as illustrated in Table 2.30. For the first time the rural areas have significant primary facilities and primary graduates have a real opportunity for secondary and tertiary education. The balance still, however, remains heavily with the urban population and towards formal education.

2.31 Apart from the quantitative growth in primary education, more attention is now being paid to the fact that most of the pupils will not rise further through the system and the implications this has for methods of teaching, curricula, and teacher retraining. A curricula development unit is being established at the new college at Brikama and preparations are being made for a pilot schools Broadcasting Service. Every attempt is being made to involve the community in the construction, maintenance and operation of rural primary schools. Limited organisational and specialised manpower has, however, contained the rate at which these changes have been made and much requires to be done.

2.32 Enrolment in secondary education has expanded from 3,385 in 1967 to 5,791 in 1975. The major development has been in the Junior Secondary sector which in the last decade has grown from nothing into 17 institutions collectively giving a four year post primary course to 4,200 students per annum. The number of Government and Mission Senior Secondary school places has been steadily expanded to 1,590 and the standard of facilities improved. More recently, considerable attention has been paid to balancing post-primary education output with demand. A manpower survey of both the public and private sectors has recently been undertaken to allow the volume and type of post-primary education to be appropriately adjusted, and in particular to avoid the production of a large number of unemployed secondary school leavers.

2.33 Technical and vocational training facilities have expanded considerably in recent years. A small Government technical vocational training centre for semi-skilled tradesmen was established in 1955, a similar mission financed institution started in 1970, and a new combined teachers/agricultural extension training college is currently under construction. Inevitably, in a country as small as The Gambia, it is grossly uneconomic to establish a university or specialised training facilities for many skills and we must depend heavily on overseas courses and in-service training. The emphasis has been on identifying the type and volume of training that can be reasonably done domestically, and the most appropriate overseas training opportunities for the specialists.

2.34 Adult education in literacy, health, and agriculture has suffered from the paucity of staff and facilities. Only in 1976, for example, will transmitters capable of reliable national radio coverage be installed. Small but important efforts have been made, however, and these will be built upon.

Table 2.30 - School Enrolments - 1965/66-1974/75

	1965/66	1970/71	1974/75
1. Primary Education (Standard 1-6)	12,624	17,140	22,629
2. Secondary Schools (TOTAL) (Junior Secondary Schools)	3,385 2,239	5,178 3,684	5,791 4,200
3. Post-Secondary	129	149	371
4. Vocational Training	148	149	196

Source: Department of Education Statistics

2.35 Table 2.35 shows the substantial development of health facilities and staff over the last decade, with the role of Government increasing vis-a-vis the private sector. Some 75% of the population are now within 15 miles of a health centre, and with the improvement in communications, can normally be referred to one of the two hospitals if required. Preventive medicine has become an important element with a number of disease eradication or control programmes, and the expansion of the general public health and health education programmes. Two factors have particularly affected the rate of improvement in the standard of services, namely the high fall-out rate in middle level trainees, and the rapid increases in drug costs. The former placed a practical limitation on the expansion of physical facilities, and the latter placed a heavy strain on the provision of necessary supporting equipment and supplies.

2.36 Nutritional deficiencies are undoubtedly a contributory factor to most illnesses and despite a lengthy drought over the period the health of the nation appears to have shown a steady improvement. Infant mortality continued to fall from an estimated 235 in 1965 to 217 in 1975 and considerable inroads have been made into the incidence of communicable diseases such as smallpox and polio. Malaria and dysentery remain endemic and there seems little hope for eradication in the foreseeable future.

2.37 The Community Development Service has been built up to a level of 23 field workers, or about one per 17,000 rural population. They have been involved in the distribution of relief food supplies and small self-help projects in such areas as feeder roads, swamp causeways, schools and nurseries. Rural well construction and reconstruction is largely undertaken by Local Authorities and coverage is now fairly thorough. A considerable number of new cement lined wide bore wells have been built in the last ten years. As yet, however, there is very little pumped or piped water in rural areas, and the problem of well siting in certain limited areas remains to be solved.

2.38 The country's major prison near Banjul has recently undergone major improvements and a small but active Social Welfare Department has been established under the Ministry of Health. Fortunately, there is as yet no serious urban unrest but there is a clear possibility of such a development and the need to take precautionary action is recognised. Under the Ministry of Education, a Department of Youth and Sports has recently been established and is already active in stimulating activity.

Table 2.35 Health Statistics 1964 and 1975 In '000's

Year	Out-patient new cases	Attendances total	Admis-sions	Ante Natal Clinics		Child Welfare Clinics	Dental Service	Vaccinations				
				new cases	total			total	Attendances	Extrac-tions	Small-pox	Cholera
1964	369.4	511	2.5	12.6	40.3	17.9	116.5	6.9	4.2	60.8	-	14.7 ²
1973	594.7	872	9.7	17.16	56.5	62.3	78*	12.5	7.9	8.7	20.9	8.5 ¹

* - estimate

1 - Yellow fever and measles account for most of this total, 2.4 and 6 respectively.

2 - Whooping cough and tetanus account for 14.1 of this.

Totals include those non-government units supplying information. In particular this excludes the Ahmadiya Mission, (established fairly recently).

The fall in the number of smallpox, whooping cough and tetanus vaccinations reflects the success of campaigns conducted against these diseases. They are virtually eradicated now, however careful watch is kept for foreign-born outbreaks.

Source: 'Statistical Summary 1964' (Sessional paper No. 7 of 1965); and
 'Statistical Summary - The Gambia, 1972/73 Medical Figures' produced
 by Medical and Health Department.

Table 2.35 (Cont'd)

Development of Health Services, 1965 to 1975

Year	Facilities; Health Centres	Dispensaries	Sub-Dispensaries	Child Welfare Clinics/Ante-Natal Clinics	Total beds
1965	10	24	32	23	454
1973	11	29	40	61	530

Figures include private institutions except the Ahmadiya Mission, which has 4 centres in the country.

Source: Medical and Health Department.

Staff (government only)

Year	Doctors MO's Specialists	2 Leprosy Inspectors	Dentists	Nurses	Dresser/ Dispensers	Nurse/Midwives & Community Nurses	Health Services	Auxiliaries	Other
1965	5	5	3	1	18	82	23	35	N A
1973	8	11	9	2	31	106	59	43	97

1. Includes a pharmacist, a Hospital Administrator, 3 Radiographers, a Physiotherapist, 9 Laboratory staff, 2 X-ray technicians, a Warden at the School of Nursing and Midwifery, a Dental technician, and 4 dental nursing staff.

2. Includes administrative staff.

3. 1975 figures include temporary appointments of retired staff.

Output from the schools of Public Health and Nursing has been frustrated by high drop-out rates, seriously hampering expansion of services, and reflected in the large number of untrained (as yet) auxiliaries currently employed.

Source: 'Health Manpower and Availability', produced for the Health Planning Committee, 1975, by M E P I D and 'Staff List' as at 1 January 1965.

2.39 Limited resources have constrained active Government participation in public housing but as a preliminary effort, and in order to direct urban development as a whole, a physical planning section was established in the Ministry for Local Government in 1971. Apart from arranging for detailed plans for tourist development, it has supervised the location of new commercial, industrial and housing developments in and near Banjul, as well as doing some preliminary work in the small provincial centres.

Administrative Infrastructure

2.40 As is mentioned above, the size of the civil service has expanded considerably in the last decade, from 2,950 in 1965 to 5,450 in 1975, and with it the volume and value of fixed and movable infrastructure. Two new office blocks have been constructed in Banjul and a third recently started.

A number of other buildings have been converted into departmental offices. A small number of Embassy and High Commission buildings have also been purchased in various overseas capitals. The Government housing pool in and around Banjul (almost wholly for expatriates on various forms of technical assistance) has been recently marginally expanded to 92 units and departmental housing (largely for rurally based staff of the Ministry of Agriculture) has been expanded threefold. New Divisional rest houses have also been built.

2.41 The number of vehicles, excluding those used for construction purposes and by the Police, has also increased threefold to 133 and the replacement, maintenance and operating costs of this fleet is now a significant charge on recurrent revenues.

2.42 Broadcasting services have developed with the opening of new modern studios for Radio Gambia in 1971. Facilities which will give full national medium wave coverage are currently being installed. This will allow considerable widening in the scope of broadcasting services. General information services have also expanded, for example to include a small film production unit which is used to produce appropriate support films for agricultural extension. The Government's printing workshop, which sells a considerable proportion of its production to the private sector has more than doubled its capacity and significantly expanded its range of activities. In recent years, it has started to introduce photo-offset production.

2.43 The principal developments in the judiciary have been the re-introduction of travelling magistrates, to take some of the magisterial burden away from Divisional Commissioners, and the construction of a number of new provincial courthouses. The Police and Fire services have continued moderate growth, concentrating expansion on the rapidly developing Kombo St Mary area near Banjul and those areas in the provinces hitherto isolated. Fortunately, serious crime remains at a relatively low level and the problems of tourism and unemployed youth have been adequately dealt with to date. Since 1958, The Gambia has had no military force.

2.44 A number of new customs posts have been built, replacing commission agents in certain border areas, and a coastal patrol boat has been purchased to perform fishery protection and coastguard functions.

CHAPTER 3 - POPULATION AND MANPOWER

Objectives

3.1 The greatest resources for development possessed by The Gambia is her people. The Government intends to use this resource as an effective force for development by investing in the human capital of the nation. The primary objective of the Government's population and manpower policy is to develop the human resources of The Gambia in line with the development needs of the economy so as to ensure the fullest participation possible in the development process.

Strategy

3.2 This involves influencing, to varying degrees, changes in the population as a whole, the size of the labour force, and the demand for and supply of labour at various skill levels. The more important elements of this are summarised as:

3.2.1 The development of a nationwide Maternal and Child Health care service.

3.2.2 Maximising the increase of productive employment of skilled and semi-skilled labour in the formal and informal sectors, particularly in the rural areas.

3.2.3 Introducing special advisory and training services and facilities for the informal sector.

3.2.4 Contain urban unemployment by adjustment of the volume and type of formal education.

3.2.5 Selectivity increasing the output of fully skilled artisans, technicians and managerial staff.

Population

3.3 The population of The Gambia in 1975 is estimated at 525,000 and is increasing at approximately 2.8% per annum, or by over 14,000 persons a year. The current overall birth and death rates are approximately 50 and 30 per thousand of the population respectively. This produces a natural current growth rate of 2% per annum. On top of this net immigration is running at 0.8% per annum. Currently life expectancy at birth for Gambians is 32 years for males and 34 years for females. These figures are heavily influenced by the comparatively high mortality rate for under fives of 45%. Out of the 25,000 children born last year in The Gambia some 11,250 may die before 1980.

3.4 At the present rate of growth the population is projected to reach 1,203,000 by the year 2,000 with the dependency ratio (the ratio of under 15's and over 55's to the total population) increasing from 48% to 53%. In the light of these facts, the Government places high priority on the development of a nationwide Maternal and Child Health care service, including the provision of contraception for medical purpose, or on request (see Chapter 18). It is estimated that this programme will reduce total population at year 2,000 to just over 1,028,000 as a result of 62,000 lives saved and 155,000 births avoided. It would, over the period, reduce the mortality rate for under fives from 45% to under 20%, raise the life expectancy at birth to 44 for males and 46 for females, and reduce the dependency ratio from 48% to 45%.

Labour Force

3.5 The existing size of the labour force is estimated to be 294,000, including 12,000 non-Gambian temporary or "strange" farmers. The labour force is increasing in size by approximately 7,500 persons per annum and is projected to reach some 575,000 by the year 2,000. Of the existing 294,000, some 11% are resident in the Banjul-Kombos urban complex, 6% in provincial urban centres, with the balance of 83% making up the rural labour force.

3.6 As in all developing countries, the concepts of "labour force" and "employment" are elastic. Participation or activity rates vary seasonally with the pattern of activity - in The Gambia this is principally agriculture. The rural labour force estimate of 242,000 refers to the last farming season (October 1974 - January 1975) and includes many members of the community who are not employed full-time in agriculture, and some of whom undertake a secondary occupation even during this period. The labour force in agriculture varies seasonally with a shrinkage during February until April as a certain number of people will cease looking for work after receiving payment for the year's crop. From middle July to early September, the labour force will be augmented by approximately 3,500 secondary school pupils who work on the farms during the wet season. The distribution of activity in the labour force and its geographical rural-urban distribution both vary seasonally.

Employment

3.7 Table 3.7.1 illustrates the structure of employment as at December 1974. Wage and salaried employment in the modern sector which accounts for only 10% of total employment is heavily concentrated in the Banjul-Kombos area - particularly during the trade season when crop payments are being spent (see Table 3.7.2). Between December and June wage employment falls by 9%.

3.8 The occupational structure of modern sector employment, is given in Table 3.8. Less than 20% of modern sector wage and salaried employees are in white collar occupations, (professional down to clerical) - for the private sector the proportion is only 13%.

3.9 Table 3.9 gives the projections of the growth in modern sector's manpower requirements which have been made for the Plan period on the basis of effective Plan implementation. In summary, it is expected to increase by some 6,200 or by just under 5% per annum. The increase should be contrasted with the projected increase in the size of the labour force of 38,000 by 1980.

3.10 Some 40% of those 6,200 will constitute the increase of unskilled workers. Table 3.10 shows the increase in demand for workers with particular levels of education and compares it with the increase in supply over the Plan period. On projected levels of output and employment, the overall situation in The Gambia for the Plan period is one of serious excess of educated new entrants to the labour force. All the indications are that, with all the measures proposed, the current situation of unemployment among school leavers is likely to improve by 1980.

Unemployment

3.11 Out of a labour force of approximately 51,000 people in urban areas, approximately 4,500 or 9%, were unemployed in December 1974. The problem is particularly acute, however, amongst school leavers.

Table 3.7.1 STRUCTURE OF EMPLOYMENT - DECEMBER 1974

<u>Wage and Salary Employment</u>	<u>No. - December 1974</u>
Private Sector	6,800
Public Sector	16,400
Domestic Servants	<u>4,600</u>
	27,800
<u>Self-Employed and Unpaid Family Workers</u>	
Informal Sector	33,400
Agriculture	<u>228,000</u>
	261,400
Urban Unemployed	4,500

Table 3.7.2

GEOGRAPHICAL DISTRIBUTION OF EMPLOYMENT

JUNE AND DECEMBER 1974

<u>Local Government Area</u>	<u>June (%)</u>	<u>December</u>
Banjul	72.3	55.2
Kombo St Mary	6.4	10.9
Brikama	5.4	9.1
Mansakonko	4.0	5.3
Kerewan	1.4	4.4
Kuntaur	3.4	6.0
Georgetown	5.5	5.2
Basse	<u>1.6</u>	<u>3.9</u>
All Areas	100.0	100.0

In recent years, as output of the formal education system has grown much more rapidly than formal wage employment and suitable vacancies have been filled, the expectations of a rapidly increasing proportion of school leavers are not being realised. By December 1974, roughly 60% of the urban unemployed were in the 15-24 age group and over 50% of these had at least primary education. Unemployment rates are higher for females than for males. Table 3.10 indicates that the modern wage sector is likely to be capable of absorbing only approximately 40% of school leavers who will enter the labour market between 1975 and 1980 and only about 15% of the increase in the labour force over the period.

3.12 Although the youth unemployment problem appears primarily as an urban phenomenon, the basic long term remedy must be sought in the rural areas. The Government accepts that the main solution to the problem must be to increase the productive opportunities and rewards to work in the rural areas. Maximum efforts will be directed towards making agricultural labour more productive for the young farmer (see Chapter 9). This will involve a variety of developments, ranging from new techniques to new crops where the timing of labour inputs coincides with period of seasonal underemployment. Various special resettlement and employment schemes for youth will also be piloted. These, however, do not exclude the need for measures in the urban areas aimed at those youth who are born and bred "town-dwellers".

3.13 As stated above, the modern sectors of industry, tourism, administration, and parts of commerce will absorb only 40% of school leavers - the balance of urban youth will have to seek employment in the informal sector. Employment opportunities in specific areas of informal employment, such as fisheries (see Chapter 10), construction petty contractors (see Chapter 13) will be increased. Also, greater emphasis will be placed on measures designed to increase the overall absorptive capacity of the urban informal sector and to prepare school leavers for work in this sector.

3.14 These measures for the informal sector will take various forms. The Indigenous Enterprises Advisory Scheme (see Chapter 13) will give business and technical advice directly to employers and Workshop Clusters, to be piloted in Serrekunda, will offer training and employment opportunities for craftsmen and apprentices working in this sector.

Table 3.8

OCCUPATION DISTRIBUTION OF WAGE AND SALARY EARNERS - DECEMBER 1974

	Private Sector	Public Sector	Total
	%	%	%
Professional and Technical	6.4	10.7	9.6
Administrative and Managerial	1.3	0.8	0.9
Clerical	5.5	9.2	8.2
Sales	7.6	0.2	2.4
Service	12.3	6.4	8.3
Agricultural	1.2	3.4	2.8
Production and Related Workers	11.2	20.7	18.2
Unskilled	<u>54.5</u>	<u>48.6</u>	<u>49.6</u>
Total above	100.0	100.0	100.0

Note - Occupational Classification is based on I S C O (1968).

- Excludes domestic servants.
- Approximately 80% of the "Production and Related Workers" group are only semi-skilled.

Training will be given in functional literacy and in the commercial as well as the technical aspects of the work. Later in the Plan period, it is hoped to use the workshop clusters as a base for a system of small scale industry extension workers. Parallel to smallholder credit for the rural farmers, appropriate financial credit lines for the urban self-employed will be developed by the Commercial and Development Bank.

3.15 The problem of school leaver absorption into the informal sector will also be tackled by policies in the formal education sector. Curricula in both Primary and Secondary schools will be modified to ease the transition for the school leaver into the informal sector by the inclusion of basic management science, elementary book-keeping and a reorientation of technical subjects taught towards those required by the informal sector. (See Chapter 17.)

Labour Shortages

3.16 While the situation projected for the Plan period is one of an overall excess supply of labour, there will nevertheless continue to be

certain areas of manpower demand where labour shortages will persist. In general, this is because of the time that is needed to train certain categories of workers. In certain limited cases these gaps are filled by expatriates, but the deficit is largely tackled by the satisfactory use of underqualified local personnel.

3.17 There are at present shortages of "skilled" workers in both public and private sectors. The Government will reconstitute the Training Board in order to identify detailed training requirements and establish effective trade testing machinery. The Government will also examine the case of establishing a formal apprenticeship scheme. Training programmes will be established at the Technical Institute (formerly Vocational Training Centre) for plumbers and electricians. The mechanical engineering, carpentry and building courses will be expanded up to the level of HNC or Intermediate City & Guilds. Skill up-grading and functional literacy courses will be made available at the Institute on a day-release or an evening class basis for selected trade workers in both the public and private sectors. An extension of the Institute will be developed at Sapu for, in particular, agricultural engineering. The present shortage of skilled workers, and also of management staff, will be ameliorated by the provision of training facilities at the new Hotel Training School and by increases in the volume of specialised overseas training (see Chapter 14).

3.18 The main areas of manpower shortage in the public sector are primary and secondary school teaching staff, trained middle-level agricultural extension workers and medical staff. Expanded teacher training facilities will be available at Gambia College and the Divisional Education Centres, (see Chapter 17) but shortages of qualified teachers will almost certainly persist beyond 1980. Gambia College will also provide facilities for the domestic training of Agricultural Assistants in line with Plan requirements. The supply of medical personnel will be substantially expanded through the provision of additional facilities at the School of Nursing and the creation of two new training schools for auxiliaries, one at Mansakonko and one at Bansang (see Chapter 18). The serious shortage of medical staff should thus be substantially eliminated by the early 1980's.

3.19 In addition, shortages of qualified Gambian staff will persist during the Plan period in various high level occupations, many presently held by expatriates. The incidence of expatriates in the labour force is small. They account for 5% of the private sector and less than 1% of the public sector labour force. Table 3.19 shows the main incidence of expatriate workers. An examination of the subject areas covered by Gambian students abroad suggests that significant Gambianisation during the Plan period will be limited to teachers and medical personnel.

3.20 Government policy will be to award scholarships for overseas study in line with specific areas of Gambian manpower shortage. They will, consequently, be directed towards those areas of specialisation outlined in Table 3.19 and towards areas of future manpower requirements such as agricultural personnel (eg agricultural engineering). In the private sector, the issue of work permits will be more specifically conditional on training and/or sponsorship of Gambian appointees, either on a sandwich basis at a domestic institution or overseas.

3.21 Of particular importance to the implementation of this and later development plans and to the success of their programmes will be the administrative capacity of the Government and its agencies. High priority will be given to management training and to the investigation of the management problems faced with the establishment of a small Institute of Public Administration at Yundum (see Chapter 21). After it has become established the Institute will also offer evening classes in commercial management for Gambians under training for localisation.

Table 3.9 MODERN SECTOR MANPOWER REQUIREMENTS - 1975-1980

	Employment in December 1974	Require- ments in 1980	Incremental Manpower Requirement
Professional and Technical	2,200	2,700	500
Administrative and Managerial	200	300	100
Clerical	1,900	2,500	600
Sales	600	700	100
Service	1,900	2,900	1,000
Agricultural Workers	600	800	200
Production and Related Workers	4,100	5,400	1,300
Unskilled	<u>11,700</u>	<u>14,100</u>	<u>2,400</u>
Total above	<u>23,200</u>	<u>29,400</u>	<u>6,200</u>

Note - Excludes domestic servants.

Table 3.10 SUPPLY AND DEMAND FOR WORKERS BY EDUCATIONAL LEVEL -
1975-1980

	Incremental Demand for Manpower 1980	Incremental Supply to 1980	Net Surplus (+) or Deficit (-)
Primary	4,000	10,600	+6,600
Secondary IV	1,150	4,200	+3,050
Secondary V	900	1,550	+ 650
6th Form and Degree*	150	300	+ 150
Post-Graduate	<u>20</u>	<u>-</u>	<u>- 20</u>
Total above	<u>6,200</u>	<u>16,650</u>	<u>+10,430</u>

*Note - The supply position for graduates is particularly difficult to estimate because of the uncertainty as to the number of students who will return from abroad over the next five years.

Table 3.19 INCIDENCE OF EXPATRIATES IN HIGH LEVEL MANPOWER, 1975

	Occupation	Number of Expatriates Employed	Percentage of occupation Accounted for by Expatriates (2)
1.	Physical Scientists	9	82
2.	Engineers	16	53
3.	Architects	4	80
4.	Surveyors	1	33
5.	Technicians (n e s)	13	14
6.	Accountants	10	16
7.	Doctors	15	56
8.	Nurses (Qualified)	17	9
9.	Teachers (Secondary)*	59	15
10.	Other Professional and Technical	32	12
11.	Business Managers (including hotels)	102	26

*Note - This refers in particular to mathematics and science teachers.

CHAPTER 4 - RURAL DEVELOPMENT

Objectives

4.1 This Chapter is an attempt to state the reasons why rural development emerged as the first priority of the Plan, what it means for The Gambia, what the objectives are for the Plan Period, and how these will be achieved. While the economy of The Gambia is clearly a rural one and almost entirely dependent on agriculture, Chapter 2 illustrates the extent to which Banjul continues to attract a disproportionate share of infrastructure, services and talent. While Banjul is the capital and important service centre for a large hinterland, the tendency has been to use a high proportion of the resources of the nation to develop services for, and increase the employment and income of, its inhabitants. The urban minority living in Banjul and the Kombo already have a per capita income four times that of the rural population and the magnetic effect of this is shown by the accelerating rate of rural-urban drift. To counter this requires a special emphasis on rural development, and as a corollary to this, close control over urban development (Chapter 5).

4.2 The objective of rural development is to secure accelerated and balanced development of those parts of the country in which the great majority of the people earn their livelihood directly or indirectly from the land so that they will make a great contribution to the progress of the Nation as a whole, while at the same time providing a sustained improvement in their standard of living such that life in rural areas will become increasingly attractive. Balanced here means an absence of undue disparities between different regions and between different groups of people. The correction of these disparities will curb the rural exodus and maintain a socially acceptable geographical and personal distribution of income. This will involve for example, preference to the poorest members of the community with attention given to the small farmer rather than the progressive farmer, the avoidance of undue geographical concentration of the extension services, and where possible, opting for simple hand-powered technologies rather than large central factories.

4.3 It is recognised that rural development involves much more than improving the yields of agricultural crops. To be effective, it requires co-ordinated development of all those elements which contribute to the welfare of the rural community including nutrition, the availability of appropriate economic and social services, disposable cash income, and the availability of consumer goods and services on which to spend this cash income at an economically justified and socially acceptable price. It requires the provision of incentives together with assistance which is directed towards giving the ability to the mass of the rural population to positively react to these incentives. Such incentives and forms of assistance which are liable to reinforce existing inequalities will be avoided.

Strategy

4.4 While an attempt is made throughout the Plan to incorporate this policy, it is impractical to simultaneously tackle all the interconnected problems standing in the way of rural development. The strategy reflects not only the identification of the most important limiting factors, as can now be recognised from experience and available information, but also the need to establish a system for continuous identification of, and action upon primary limiting factors. It is broadly in three areas that such factors can be identified: in national physical planning, the provision of economic and social services, and institutional reform. Thus:-

4.4.1 A national physical development strategy to balance the influence of Banjul.

4.4.2 Investment in improving the riverine and road communications network.

4.4.3 The pricing of basic agricultural inputs and produce in such a way and at such a level so as to maximise production incentives to the farming community.

4.4.4 A considerable effort to improve the coverage and effectiveness of agricultural extension services, including a farmer functional literacy campaign.

4.4.5 Attention to commercial and industrial development potential in rural areas.

4.4.6 A reorientation of the educational system towards the needs of the rural community.

4.4.7 The improvement in village level coverage by preventive and curative health services.

4.4.8 The continuation of programmes for the development of rural water supply and electrical services.

4.4.9 Deeper involvement of the community and the Divisional Commissioners in the identification and implementation of rural programmes and projects.

4.4.10 The restructuring of certain Government agencies to improve implementation capability and field co-ordination.

4.4.11 Decentralisation of various elements of the central administration, assisted by direct incentives to those involved.

4.4.12 Strengthening of the technical ability of the staff of local authorities and the Community Development Department.

4.4.13 The establishment of a managerial system to ensure regular review of priorities and progress in rural development, and ensure that any decisions on national monetary, fiscal and pricing matters are not inconsistent with the policy priority of rural development.

4.5 With very limited financial and manpower resources in the public sector, a high proportion of future rural development will perform depend on 'Te Sito' - the concerted action by a community to work together for the enhancement of common welfare. The realisation of nation-wide 'Te Sito' will require a constant manifestation of political determination to effect rural change by community action, together with guidance, encouragement and support from the agencies involved, in particular the Community Development Department.

Physical Development

4.6 A physical development strategy for The Gambia has been and continues to be the subject of study. Government's policy is to use the River Gambia as a central axis, while developing a smaller number of provincial growth centres as counterweights to Banjul. Two such centres are identified, Farafenni in the centre of the country where the Trans-Gambia highway crosses the River, and Basse, the current main centre of Eastern Gambia. During the Plan Period both will see considerable public sector capital expenditure on communications, public utilities, administrative and social services (see appropriate Chapters). In particular, Farafenni will see piped water supply, a Youth Rehabilitation Centre, and a start made on the Trans-Gambia bridge. Basse will be the centre of the growing cotton and ceramics industries, will play an important role in the development of cattle marketing, and will be the site of a new hotel.

4.7 Physical planning of these and other large provincial centres will be undertaken as an on-going exercise during the Plan Period.

4.8 Thus, by 1980 Farafenni and Basse will be some considerable way towards becoming effective regional centres, offering services appropriate to their positions as growth centres, thereby acting as counter-weights to Banjul.

Communications

4.9 Closely related to the above is the vital development of communications. This will affect the price the farmer gets for his produce, what he has to pay for consumer durables, his ability to reach the bright lights of the growth centres, and his contact with the various economic, administrative and social services offered by the state. The sectoral strategy, set out in detail in Chapter 15, gives prominence to development of the river, completion of the trunk road network, and the development of feeder roads to connect both the river wharves and trunk roads. The passenger river vessel, Lady Wright, which performs an important social as well as an economic function, will be replaced, and new road construction will open up areas of the country currently very isolated from the mainstream of activity. With regard to bus transport, a new publicly owned transport authority will provide valuable scheduled services on trunk routes.

Natural Resources Development

4.10 Two mineral developments will have a rural impact, the exploitation of the black sand deposits in the South-West corner of the country, and the mining of Kaolinitic clay near Basse for ceramics production, the latter initially on a pilot basis. Both the river and ocean fisheries will be developed for domestic consumption and export, with a concentrated effort to improve marketing facilities. Forestry development will pay particular attention to village requirements for firewood and construction material, and to soil and water conservation.

4.11 Agriculture and animal husbandry will continue to dominate the rural economy for the foreseeable future. The Plan period will see considerable investment in financial and particularly manpower resources to improve the productivity, and thereby subsistence and cash income of the smallholder. The relevant extension services will be decentralised and integrated at the village and district level, and supported by the provisions of appropriate credit supply and marketing facilities. Linked with this will be a farmer functional literacy campaign, also geared at the village level. These will require considerable input in terms of staff training, farmer education and programme management - a first priority in the Plan. The most direct and simple incentive to the farmer is the price he receives for his product and the income he retains after he has paid for his inputs. A clear and realistic pricing policy for both will be maintained.

Industry and Commerce

4.12 The location of industry concerned with the processing of natural resources will, where possible, be located away from Banjul. Conscious effort will be made to develop rural industrial activity through the provision of training and working facilities for artisans, and the application of technology appropriate for micro-unit production. The development of rural commercial activity which will be a vital component of the whole strategy will involve a study of existing systems, a strengthening of the co-operative movement, an extension of rural banking services, an expansion in the rural presence of the National Trading Corporation and the Gambia Produce Marketing Board, direct assistance to local authorities for market improvement, and the provision of central wholesale facilities by Central Government. The Indigenous Business Advisory Service will have a strong rural presence.

Social Services and Public Utilities

4.13 With the understanding that any increase in the general level of services provided cannot be pushed seriously out of step with the increase in level of productive activity of the nation, expansion will be directed towards improving the effectiveness of social services at the village level. This will involve extensive training programmes and multi-project investment programmes, rather than the provision of large pieces of infrastructure. Educational development will be directed towards teacher training and re-training, curriculum reform, educational broadcasting, and improvements in village primary level facilities. Health service development will include a rapid improvement in clinical facilities and manpower to give more effective village level coverage and the piloting of a new MCH extension service utilising specially trained auxiliaries. Modest hospital expansion at Bansang and four additional Health Centres will curb the need to refer patients to Banjul. More attention will be given to preventive medicine, particularly regarding human waste disposal. Two new police stations will be opened to fill in serious gaps in rural coverage, and a new Police Field Construction Unit will be formed to aid, and carry out small rural civil engineering projects. Towards the end of the Plan Period, travelling magistrates will be replaced by residential magistrates in the major rural centres. A modest programme to improve provincial postal facilities will also commence.

4.14 In 1976, Radio Gambia will introduce nationwide medium-wave coverage for the first time. It will be used extensively for both the educational broadcasting and reporting current provincial affairs. In 1976/77, a new rural telecommunications network will be introduced, offering reliable and clear semi-automatic dialling in all rural centres. Current well digging programmes for villages, schools and dispensaries will continue and a new programme for village human waste disposal will be introduced. By 1979/80 electricity will be installed in all those communities identified by the GUC as having an immediate prospect of more than 100 consumers. Central Government subsidies for rural telecommunications, electricity, piped water supply and passenger/vehicular river transport services will continue.

Community Development

4.15 Community Development Services have existed in The Gambia for over 15 years and have undoubtedly had a favourable impact on certain communities. To have a national impact, it requires more precise objectives and a stronger administrative framework. The first year of the Plan will involve an evaluation exercise, looking at past experience and discussing with other public and private agencies to identify those functional areas of current or potential community activity which are likely to bring the highest welfare return to the recipients. This is an essential prerequisite as it will allow the Department not only a sense of direction, with clear targets, but also a role which is distinct but complementary to the activities of other public and private agencies involved in rural development. For 'Te Sito' (a central concept of rural development), to be effective, the guidance to communities must be clear and relevant, and any subsequent assistance concrete.

4.16 The strengthening of the Administrative framework of the Community Development Department will involve both the physical facilities and manpower. The existing headquarters at Massembe will be improved and expanded in 1976/77-1977/78, and some expertise will be temporarily imported both to assist in the administrative development of the Department and to allow certain of the existing staff to undergo appropriate overseas training.

Institutional Reform

4.17 The urban-rural distortions mentioned in para 4.1 above are partially a result of the existing framework and structure of the Public Service. Such is the weight of the public sector that if radical alterations are not made and enforced then progress elsewhere in rural development is likely to be minimal. Changes in regulations and responsibilities can be done relatively rapidly; but changes in attitudes, which matter most, will require a longer time span.

4.18 The related overall policy is one of decentralisation of administrative and professional staff, with appropriate direct incentives offered to officers based in rural areas. Already all but junior officers are given Government housing. This incentive will be supplemented by special rural living allowances. Decentralisation will most directly and immediately involve the Ministries of Agriculture, Works, and Education. The first two Ministries, both crucial to progress in rural development, will undergo major structural reorganisation as a pilot scheme for the whole civil service with an attempt to integrate their respective field staff and create a clear command structure. For Agriculture, decentralisation will most immediately mean strengthening of existing Division Circle Stations to make them effective regional referral centres for extension agents. Department of Works, which will take over the mechanical engineering section of the Ministry of Agriculture, will develop on its existing rural infrastructure of stores and workshops. The Ministry of Education will continue its programme of instituting Regional Centres as middle level administrative and advisory posts for teaching staff. As trained staff become available, the Judiciary will introduce residential magistrates in rural centres, allowing Divisional Commissioners to devote the bulk of their attention to development activity, in particular, advising Local Authorities and Divisional Development Committees (see below). As specially trained manpower becomes available, they will be assisted by Local Development Officers. The Ministry of Health will see a strengthening of its rural hospital strength and, in time, will introduce Community Doctors into all health centres to co-ordinate and supervise local preventive and curative services.

4.19 The major limiting factor to local authority participation in the rural development effort is lack of trained and experienced administrative and technical staff. The training programmes already underway will be boosted, including advice and assistance from the officials of the Ministry of Works.

4.20 For rural development to be a success, the need to involve those to be affected in both the decision making and implementation should be recognised. The recently created Divisional Development Committees are expected to play an important role in fulfilling this function. They will advise the Ministry of Planning on local priorities, methods of implementation and bottlenecks, paying particular attention to the rural programmes rather than the few large national infrastructural projects. After some years of experience, it is expected that these Committees will be given some executive authority to approve and supervise. They will be assisted in their work by the Divisional Commissioners, locally based technical officers of Central Government agencies, and by regular visits by relevant officials of the Ministry of Planning.

4.21 The Ministries of Planning, Agriculture, Education, Health and Local Government hold a particular responsibility in the area of rural development. The co-ordinated detailed programming and implementation involved in this form of comprehensive planning will place a heavy burden on the administrative machinery of these agencies and, where needed, experienced manpower will be temporarily imported. A small section will be created within the Ministry of Planning with particular responsibility for the rural sector. It will ensure integrated programming between sectors, work on project preparation, and, in regular personal liaison with the Divisional Development Committees, review priorities and progress. Overall

and lasting success in achieving the objectives of rural development will, however, take time and will depend on the understanding and commitment of the rural community, their elected representatives, and their officials.

Table 4.4

PUBLIC SECTOR CAPITAL EXPENDITURE IN RURAL AREAS 1975/76-1979/80
D'000 IN CURRENT PRICES

	1975/76	1976/77	1977/78	1978/79	1979/80
Community Development n e s*	20	23	30	50	90
Health	1,475	5,350	2,620	1,530	1,230
Education	1,469	620	480	478	452
Public Utilities	605	1,970	620	175	75
Transport	780	4,695	4,570	2,960	1,230
Agriculture & Animal Husbandry	2,780	3,550	4,330	5,000	5,980
Manufacturing, Commerce & Fisheries	395	797	600	182	115
Forestry & Mineral Resources	200	1,015	6,060	1,610	65
Administration	500	850	1,060	880	810
Local Government n e s	395	400	490	700	965
P W D Assets	395	410	425	450	470
Quasi-Government n e s	70	80	90	140	180
Environment & Social Welfare	96	110	142	32	30
Total	9,160	19,847	21,487	14,137	11,602

Five year grand total 76,233.

This represents 52.9% of total capital expenditures. However a good deal of the remainder, although being expenditure in urban districts, is for purposes of national development. This represents further 16.7% of the total (see Chapter 5).

*Apart from this item all the expenditures shown are given in more detail in the relevant sectoral chapters.

CHAPTER 5 - URBAN IMPROVEMENT

Policy

5.1 Whereas urban development has been given a high priority in the past, allocation of major resources during the next five years will be shared with the less developed areas of The Gambia in such a way as to correct this imbalance. In the urban area, allocation of resources will be placed, firstly, where a delayed investment would realise a substantial long term welfare cost and could be undertaken without detraction from non-urban development; and secondly, where a small investment is likely to show a disproportionately high welfare return. The first principally concerns infrastructure, and the second land and superstructure. In terms of direct income and access to essential facilities, there is a wide gap in favour of the urban community. It is the intention that this gap be narrowed rather than widened. At the same time, it is vital to the balanced growth of the Nation that essential physical planning in the urban area continues uninterrupted while planning for the rural and less developed parts of The Gambia be accelerated and placed on an equal footing.

Strategy

5.2 Banjul itself is, to all intents and purposes, a densely populated island of less than one square mile, linked to the Kombo St Mary area on the south bank of the river by a causeway. It contains 19,121 households with estimated average earnings of D200 per month, the port, the bulk of the commercial community, most of the Central Government administration, the main referral hospital, all but one of the senior secondary schools, and a large middle and lower income residential community. Possibilities for physical expansion or improved communication with the Kombos are limited and it requires an acceleration of planning effort both from the Central Government and local area participation if the projected investment is to be properly channelled. The Kombo St Mary area, some sixteen square miles, encloses a number of scattered residential communities, a commercial centre, an industrial estate, and a coastal tourism area. With a population of 45,000 increasing at roughly 3.5% per annum, its principal function has been that of a dormitory town for Banjul. An estimated 10,000 people travel from Kombo St Mary into Banjul every day on business as it is dependent upon Banjul for most of its economic, social and administrative services. The extent to which this relationship can continue must be determined from planning studies which will be initiated very early in the Plan period.

5.3 Planning will be initiated early in the Plan period to institute procedures which will safeguard the most vital features of Gambia environment, thus providing the basis for developing a national environmental policy. (See Chapter 8.) Strategy for these two communities of Banjul and Kombo St Mary will be:-

5.3.1 The doubling of integrated planning effort in order to reach an early disposition for land use strategy. Only the Tourism Development Area has received detailed planning analysis this far.

5.3.2 Establishing and strictly enforcing zoning plans throughout the area.

5.3.3 Encouraging new urban superstructure investment to be undertaken in Kombo St Mary rather than Banjul.

5.3.4 Giving direction to builders to help them comply with building regulations where major investments are involved.

5.3.5 Land development in Kombo St Mary to be closely tied to the economic provision of infrastructure.

5.3.6 Required expansion in public utilities necessary to meet effective public demand.

5.3.7 Phased improvement in Banjul - Kombo St Mary communications links to meet projected demand.

Infrastructure developments specifically related to the peri-urban tourist area are outlined in Chapter 14, the further expansion of Kanifing Industrial Estate in Chapter 11, and general urban environmental considerations in Chapter 8. In summary, these major strategies are all to be carried out under the condition that there must be an equitable proportioning of resources in order to correct any imbalance between town and countryside.

Physical Planning and Control

5.4 Physical Planning and control of the urban area and its environs must be initiated if full zoning plans are to be achieved during the Five Year Plan Period. Integrated environmental planning is a pre-requisite to effective zoning. By 1980, full zoning plans will be completed and enforced, and the leasing of state land (which comprises all but a small part of the area) will be done strictly in accordance with these plans.

This programme will bear in mind future infrastructural requirements (eg planned highways), the need to minimise the national outlay on the provision of infrastructure, the need to create access to public and commercial services for all communities, and the wish to create a reasonable living and working environment. Together with enforcing regulations and regulating the leasing of state land, the Government also has an important tool in the choice of physical location of its own investment programme - from roads to offices to schools.

5.5 In planning control, the effort will be oriented more towards freely advising the private construction sector on their techniques and designs. Strict enforcement of regulations will be directed towards situations where blatant disregard for the law has a high immediate or potential cost to the community - for example, where a house blocks a highway, or where a multi-storey block is inadequately structured. Effective policing of building regulations will become possible towards the end of the Plan Period after expanding and training of the Development Control activities within the planning function of Government.

Kombo St Mary

5.6 This agglomeration is growing far more rapidly than Banjul, and compared with Banjul, has far fewer common facilities. The public sector will provide more employment in the area with new office buildings, the headquarters of the National Transport Authority, a vegetable storage and processing centre, and in time with the transfer of the Public Works Department. During the Plan, public facilities will be improved with a new post office, a medical polyclinic, a larger police presence, a fire station, better primary education facilities, a low-cost housing scheme and a street-naming programme. Electricity, water, sewerage, and telephone coverage will be extended, and a new storm-water drainage system will be introduced in certain areas. A new cemetery will be opened which will also cope with the needs of Banjul. For the private sector, the areas allocated to and taken up by tourism and industrial development will expand and local employment will increase. Growth in commercial and artisan activity in both formal and informal sectors will also be encouraged, both in terms of advice and small selective inputs of infrastructural support. Zoning, mentioned above, will directly restrict physical location in the formal sector and strongly influence activity in the informal sector.

Banjul

5.7 There will be a substantial new public sector structural investment in the city of Banjul during the Plan Period - sewerage. Various relatively small cost-effective schemes related to water supply, storm-water drainage, telecommunications, medical and educational facilities will also require execution in order to significantly improve the welfare of particularly the most densely populated sections of the community. Zoning will relate particularly to the maintenance and promotion of recreational facilities, development of that sector of the commercial community concerned directly with foreign trade, and that sector of manufacturing industry which, because of its nature, must be located near the port. The location of new or expanding commercial and industrial establishments not covered by the above stated provisions must await formalised strategies arising out of the planning process for the urban area.

5.8 The sewerage development and introduction of reticulation will not become operative until 1981. In time, it will substantially improve the hygienic and environmental status of the capital. Full scale drainage and development of the Bund Polder area would not be considered until after a thorough planning review which will culminate towards the end of the Plan Period. Physical expansion of the City prior to this will be held to manageable limits.

Communications

5.9 The above stated strategy for the area should substantially contain the rapid growth in daily communication between the two centres. It is not, however, intended to eliminate their growth and, therefore, it will be absolutely essential that a phased programme for the improvement of the Banjul/Kombo St Mary road links be instituted. The major bottleneck is Mile 2 to Mile 6. It will be reconstructed and widened between 1976/77 and 1978/79. During 1977/78 and 1979/80, a new road of two miles in length will be constructed joining the New Cape Road with the Badala Highway at Fajara. This will both take pressure off the Mile 6 - Serrekunda trunk road and enable a further area behind Bakau to be serviced. All other road development will be reduced to minor secondary and service roads. Improvements for circulation within Banjul proper will involve relatively small cost-effective scheme. These are phased for the middle of the Plan Period.

5.10 The construction of the Banjul-Barra ferry terminals and the introduction of new ferries during 1975/76 and 1978/79 will improve links across the River. The function of the new National Transport Corporation is to improve the road transport links between Banjul and its hinterland. It is planned that its nation-wide scheduled public bus service will both cope with this transport link issue and reduce the Serrekunde-Banjul commuter problem for shoppers, workers and school-children.

Table 5.2

PUBLIC SECTOR CAPITAL EXPENDITURE IN URBAN DISTRICTS 1975/76-1979/80
D'000 IN CURRENT PRICES

	1975/76	1976/77	1977/78	1978/79	1979/80
A. For Urban Development					
Major Road	-	200	350	400	50
Minor Roadworks	80	40	45	50	60
Cemetery	20	-	-	-	-
Total n e s*	100	240	395	450	110
Health	475	60	60	70	320
Education	340	180	190	200	60
Housing	60	200	250	500	800
Public Utilities	2,450	7,031	5,703	2,500	2,557
Transport & Quasi-Government n e s	200	220	200	230	270
Manufacturing, Commerce & Fisheries	150	850	500	200	150
Tourism n e s	147	1,332	1,878	777	559
Administration	497	265	655	430	240
Local Government	370	400	425	475	560
P W D Assets	80	100	120	130	140
Environment	65	590	2,055	3,001	455
Total	4,934	11,468	12,431	8,963	6,221
B. For National Development					
Health and Education	90	290	-	-	-
Transport	2,710	5,100	7,500	-	-
Administration	1,340	1,830	915	750	580
P W D Assets	300	330	350	370	400
Other	80	220	285	390	295
Total	4,520	7,770	9,050	1,510	1,275
Total A & B	9,454	19,238	21,481	10,473	7,496

Five year Grand Totals A: 44,017, D: 24,125, A & B: 68,142

Percentage of total capital Expenditure A: 30.4%, B: 16.7%, A & B: 47.1%.

Note - The distinction between A and B is of course very arbitrary.

* Apart from this item all the expenditures shown are given in more detail in the relevant sectoral chapters.

CHAPTER 6 - NATIONAL INCOME

Objectives

6.1 The most obvious measure of any increase in the welfare of a nation is the degree of upward change in its material income, an indicator that is to a considerable degree quantifiable. Yet, any given increase in the material income of Gambians need not necessarily reflect a measure of an equitable national development, which is essentially achieved by reducing the internal disparities in income distribution and improving social harmony, as well as increasing the totality of the measurable incomes of nationals. It is in this context that the following targets for the five years ahead should be seen:

6.1.1 A 24.9% growth in Gross Domestic Product (4.5% per annum in real terms).

6.1.2 A 35.8% growth in private consumption (6.3% per annum).

6.1.3 An increase in total gross investment as a proportion of GDP from 12.6% to an average of 17.1%.

6.1.4 Diversification away from groundnuts industry with a fall in its contribution to GDP from 35.1% to 31.4%.

6.1.5 Increases in exports and the invisible trade surplus by 12% and 47% respectively, in real terms.

6.1.6 Income in the rural sector rising 20% more quickly than income in the urban sector.

Total estimated inflation for the Plan Period is 50.7%, heavily concentrated in the first two years.

Situation in 1974/75

6.2 In the decade up to 1974/75 the economy grew at an average rate of 4.7% per annum, in real terms (ie excluding inflation). However, because of the high dependence of GDP on the fluctuating world groundnut price, which quadrupled over the period, this average covers a wide fluctuation in annual movements of between -7% in 1972/73 and 35% in 1973/74. (See Table 2.12.) A degree of success in diversification of the economy away from groundnuts narrowed this fluctuation more than what it might otherwise have been. The volume of non-groundnut exports has doubled in the last decade (see Table 2.14.2) and net foreign exchange earnings from tourism have increased rapidly in the last six years to reach D4.5 million. Commerce, highly dependent on the income from groundnuts, has risen in step to D11.1 million (see Table 6.2).

6.3 Capital formation, as a percentage of GDP, has risen over the last six years from 8.9% to 12.6%, an increase of 87%. This increase is dominated by the public sector, a 200% increase largely financed from external aid, and by the recent heavy private sector investment in the tourist industry. The impact of this investment on the level of economic activity has, however, been contained due to 70% of this expenditure falling on imported goods. Indeed, over the last three years, imports have averaged 48% of total GDP (see Table 6.3).

6.4 Inflation, a comparatively recent phenomena in The Gambia, is now at a level of 15% per annum. This is to a large part due to the high inflation rates of our trading partners, in particular the UK to which our exchange rate is tied, and to a lesser degree due to the recent sharp increases in groundnut prices.

6.5 Table 6.3 broadly sets out those macro-economic indicators not given in Table 7.15. A high proportion of Government recurrent expenditure (free or subsidised services to the public) should be added to the estimates of private consumption to give a true picture of its value.

Future Prospects

6.6 The projected growth in per capita GDP over the Plan Period is 8.4% (see Table 6.6). While this may appear to be small, one should not forget that the Plan is starting from a very high base temporarily boosted by exceptionally high groundnut prices. It will, therefore, be a considerable achievement even to attain this growth in the face of projected falling groundnut prices. If growth is projected to 1979/80 from 1972/73, it totals 58%, or an annual real equivalent of 6.8%. Reliance on groundnuts will continue to fall, as a proportion of GDP from 35.1% to 31.4%, as a proportion of the value of visible exports from 92.3% to 86.4%, and as a proportion of current account earnings from 75.2% to 67.1%. This fall reflects partly the projected price drop, and partly economic development in other crops and other sectors. Even these falls, however, leave the economy very close to a mono-culture. GDP will, thus, in the event continue to be subject to wide variations from year to year.

6.7 The agricultural sector as a whole will see a reduction in its percentage contribution to GDP with, however, large rises in the value of fishing and cotton production partly compensating for the decline in groundnut prices. Rice production will also rise substantially but as a fall in the world price is projected the market value of this crop will show only a small increase. Tourism will expand with a 60% rise in foreign exchange earnings by 1979/80 and its contribution to GDP increasing from 2.3% to 3.4%. The extraction of deposits of ilmenite, rutile and zircon will provide a significant boost to both the National Income and exports. Manufacturing will also expand but its absolute contribution to GDP will remain very small. The recent rapid expansion in commerce will continue in view of both the projected increases in imports and efficiency improvements.

6.8 The most significant macro-economic feature of the Plan Period is the rise in projected gross public sector investment - some 135% by 1977/78. Much of this is concerned with replacement but as larger allocations for maintenance will be made (see Chapter 7) and much of the existing backlog is worked off, this element will fall rapidly away in the second half of the Plan Period. Moreover, the Government's capacity to absorb the recurrent financial implications of capital investment will fall away as current excess capacity is taken up. Total gross investment will vary between 22% and 12.3% of GDP, averaging 17.1% and continuing the trend of the last five years (see 6.3 above). The other major influence on real levels of future income, and in particular consumption, is the stabilisation of GPMB reserves (see Table 7.24). This will tend to increase the proportion of consumption in GDP, counteracting the tendency of the large investment programme to reduce the share of consumption.

6.9 Over the Plan Period private consumption is projected to grow by 35.8%, from 64.7% of GDP to 70.4%, rising fairly steadily. The percentage of total consumption which is imported rises to 51.8% in 1977/78, and thereafter gradually falls away. Imports grow by 35.5% over the period, reflecting the heavy public sector investment programme. Exports, projected to increase by 12% will suffer from the fall in groundnut prices, this partially mitigated by 100% real increase in non-groundnut exports such as minerals. The invisible trade surplus, largely as a result of tourism expansion, is projected to rise by 46.9%.

6.10 Inflation is rapidly becoming a serious problem for The Gambia and its early reduction to general world levels is a Plan priority. This will require action on the level of both the exchange and interest rates (see Chapter 7). To avoid further inflation pressure, it will be essential for

on-shore costs of the public sector investment programme, some 30% of the total, to be met from local financial resources. The Plan assumes throughout that the inflation will decline as indicated in Table 6.3. To the extent these projections prove incorrect, all the Plan project costings will be adjusted. Higher rates of domestic inflation than those predicted will also lead to a slight fall in the value of the above variables due to the inefficiencies brought about by inflation.

6.11 Savings in The Gambia are dominated by farmers savings through GPMB reserves. However, the stimulation of increased voluntary savings is an important feature of Government policy, although priority at present must be given to improving the efficiency with which savings are channelled into productive investment. The level of private savings at commercial banks has fluctuated widely in the past, and there has been little underlying real growth. It is planned to raise the real rate of growth from an annual equivalent of 0.9% over the last five years to 5% by 1980 (see Chapter 7). Table 6.11 shows private deposits at the commercial banks.

Income Distribution

6.12 The present ratio of urban to rural per capita income is estimated to be 15:4, urban being defined as the Banjul-Kombo St Mary complex. However, during the last three years, a considerable proportion of rural income has been withheld in the form of GPMB reserves. This reserve accumulation will cease and this, together with a high public sector rural investment programme (see Chapter 4) will improve rural living standards at a faster rate than urban - to a ratio of 7:2. This would be considerably more in favour of the rural areas but for the tendency for investment in urban utilities (see Chapter 5) to bring an immediate benefit to consumers, while much of the benefit of the rural investment programme will only be seen in the next decade.

Table 6.11

PRIVATE DEPOSITS AT COMMERCIAL BANKS - 1970-1980

/D'million in Current Prices/

	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
Demand deposits	4.0	3.5	6.9	5.7	6.4	7.4	8.4	9.3	10.2	11.2	12.5
Time and Savings Deposits	2.8	2.8	3.8	4.9	5.7	6.6	7.5	8.3	9.0	9.9	11.1
Total	6.8	6.3	10.8	10.6	12.1	14.0	15.9	17.6	19.2	21.1	23.6

Table 6.2

GROSS DOMESTIC PRODUCT BY MAJOR SECTOR - 1974/75-1979/80
/D'MILLION IN CURRENT PRICES/

	1974/75	1979/80	Real % Change
Agriculture and Natural Resources	104.8	191.6	21.3
Construction	6.1	11.2	21.9
Tourism	4.5	10.8	59.3
Commerce	11.1	22.3	33.3
Other	<u>26.1</u>	<u>50.7</u>	<u>28.9</u>
GDP at Factor Cost	152.6	286.6	24.7
Import Duties less Inputed Subsidies	<u>14.4</u>	<u>27.6</u>	<u>27.2</u>
GDP at Current Prices	167.0	314.2	24.9

Table 6.6

PER CAPITA GDP - 1974/75-1979/80

	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80
In Current Dalasi	320	368	443	483	491	523
In Constant 1974/75 Dalasi	320	319	350	361	345	347

Table 6.3

MACRO-ECONOMIC STATISTICS N E S - 1969/70-1979/80
/D'MILLION IN CURRENT PRICES/

	1969/70	1970/71	1971/72	1972/73	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80
GDP at Market Prices*	85.4	96.4	107.0	108.0	154.7	167.0	197.4	244.5	274.6	286.7	314.2
Private Consumption	54.7	50.0	63.1	66.8	83.8	108.1	136.2	163.5	183.9	200.0	221.1
Government Rec. Expenditure	18.2	25.2	22.8	21.0	24.9	27.1	32.8	39.1	44.5	50.4	56.8
Total Gross Investment	7.6	10.7	12.6	13.4	15.0	21.0	31.5	53.8	59.1	42.3	38.6
Public Sector Investment	3.1	3.6	4.9	4.8	8.8	13.7	18.6	39.1	43.0	24.7	19.2
Private Sector Investment	4.5	7.1	7.7	8.6	6.2	7.3	12.9	14.7	16.1	17.6	19.4
Consumption/Imports (%)	36.5	41.1	38.1	45.1	43.1	45.0	50.0	50.6	51.8	51.4	51.3
Inflation (%)	1.3	0.9	6.0	8.6	6.3	15.0	15.0	10.0	6.0	6.0	6.0

* - A difference between savings and investment, due to hoarding, causes a slight discrepancy between GDP and the sum of its components.

CHAPTER 7 - MONETARY POLICY AND PUBLIC FINANCE

Objectives

7.1 The objectives of monetary policy framed in terms of the functions of the Central Bank are:

- a. to maintain monetary stability
- b. to aid and abet the implementation of Plan goals in other sectors of the economy, especially with regard to Government budgets, foreign trade, and domestic business finance.
- c. to facilitate real economic growth, through the fostering of instruments and institutions designed to increase the flow of voluntary savings and to channel these into productive investment.

7.2 The objectives of fiscal policy are to insulate recurrent revenues from the effects of inflation, examine ways of increasing these in real terms, encourage labour-intensive economic activity, reduce income disparities, and give specific encouragement to enterprises (eg tariff concessions, etc) where merited.

7.3 The objective for public expenditure will be to improve financial control and management, increase effective capital and recurrent expenditure in the productive sector, and to minimise expenditures in the administrative sector.

Past development expenditure has often not been matched by increased, supporting recurrent revenue to cover maintenance, training, and operations costs. This will be corrected for past projects and allowed for in new projects.

7.4 Some of these objectives are mutually reinforcing; others at times may conflict. Planning, therefore, must aim at a judicious balance of policies and measures in the light of over-riding plan goals and changing circumstances.

Present Situation

7.5 The main components of the financial sector in The Gambia are:

a. Central Bank

This was formed by the 1971 Central Bank of The Gambia to regulate the issue, supply, availability and international exchange of money; to promote monetary stability; to promote a sound financial structure, and credit and exchange conditions conducive to the orderly and balanced economic development of the country.

As a means of controlling credit, the Bank may require the commercial banks to maintain cash balances or other assets with it against their deposits and similar liabilities. (The total reserves which the banks may be required to hold shall not exceed 40% of the total deposits and similar liabilities.) The Bank may prescribe minimum liquid asset ratios and maximum working balances which financial institutions may hold in foreign currencies. The Bank is required to use its best endeavours to maintain an external reserve of internationally recognised reserve assets at a level adequate for the international transactions of The Gambia. (These assets are to consist of gold, holdings of SDR's and reserve position in the IMF, foreign exchange, bills of exchange and promissory notes convertible into foreign currency, and treasury bills and securities issued or guaranteed by foreign governments or international financial institutions.) The Bank accepts deposits and makes payments on behalf of the Government, and administers the

Public Debt. The total of Bank advances to the Government and Government bodies is not to exceed 50% of its average demand liabilities during the preceding financial year. (Temporary advances to the Government are to be repaid within six months of the end of the financial year in which they are made; advances to various Government bodies are not to exceed a period of one year.)

b. Commercial Banks

To date, there are three banks operating in The Gambia - the Standard Bank of West Africa, the Banque Internationale Pour La Commerce et L'Industrie (since 1969), and the Gambia Commercial and Development Bank (established in 1972). SBWA is a branch of a London overseas bank, BICI is a branch of a group of international banks, GCDB is the first indigenous bank. Their operations are largely confined to accepting deposits, foreign exchange transactions, and financing the marketing of the groundnut crop and of imports. For finance the banks rely not only on local deposits and the borrowing from head office (not applicable to GCDB), but also on seasonal and non-seasonal accommodation from the Central Bank. With its share of the banking business increasing steadily, the GCDB is now the most important in terms of loans and deposit, even though it depends on the Central Bank for accommodation for its lending operations more than the other two banks, and even though the bulk of its deposits is from Government entities. The capital market is still in the early stages of development, the development wing of the GCDB and the supporting activities of the Central Bank being the only institutions at present providing long-term capital to Enterprises. The instruments of the embryonic capital market consist chiefly of loans for medium to long-term made by GCDB, some guaranteed by the Government. There is at present only one public debt issue held by the banking system (dated 1974 and maturing in 1979), and there are no Treasury bills in existence.

c. Non-Banking Financial Intermediaries

Two insurance companies exist, playing no role as yet in the capital market, and engaged primarily in motor insurance. Little information is available regarding pension and provident funds other than the Federated Pension Fund. The Post Office Savings Bank accepts savings from the public, but has no interests in long-term development financing.

Monetary Stability

7.6 Monetary policy must be flexible and quickly responsive to changing conditions; so only broad lines of policy can be given here. Nevertheless, the maintenance of monetary stability, while it cannot be an overriding goal in a developing country, must have a high priority. The inflationary impact of more costly imports, growing domestic liquidity and an apparently increasing propensity to consume are very clear and present dangers in The Gambia.

7.7 The ability of the financial sector to contain import-led inflation is limited. However, the following measures suggest themselves:

- a. maintenance of the purchasing power of the dalasi abroad;
- b. enhancing the yield on foreign assets.

The maintenance of the purchasing power of the dalasi in overseas markets is at present complicated by the existing link between the national currency and its intervention currency (the pound sterling). With the weakening of the pound, the purchasing power of the dalasi declines in spite of The Gambia's healthy balance of payments.

7.8 During the Plan period, the monetary authorities will explore various proposals for minimising this inadvertent depreciation of the dalasi, in light of the continuing importance of sterling to the country's foreign trade, and of the necessity to maintain a link between the dalasi and a major convertible currency.

7.9 The Central Bank which is responsible for the management of foreign exchange holdings will implement measures to enhance the yield on foreign assets, which stood at 72.7 million dalasi (June 1975).

7.10 On the domestic front, maintenance of price stability hinges on policies designed to contain excessive liquidity. The careful balancing of objectives is important, but conflicts are inevitable. For instance, development outlays to increase the productive base of the economy lead to a substantial lag between income-generation and increases in real output. Similarly, higher producer prices inflate the incomes and spending of households, producing a potential upward thrust on domestic prices. Within such constraints, however, a number of measures will be employed to strengthen the powers of demand management of the monetary authorities.

7.11 The first such measure has to do with the framework of control of financial institutions, consisting at present of three acts: Central Bank of the Gambia Act of 1971; Gambia Commercial and Development Bank Act of 1972, and the Financial Institutions Act of 1974. A fully staffed Financial Institutions Supervision Department will be established by 1980 to clarify ambiguities in, and implement dormant provisions of, the existing legislation.

7.12 Secondly, the scope and coverage of the credit control framework needs to be reviewed. Several lending institutions (eg the Post Office Savings Bank) are not covered by it, and considerations should be given to the need to provide for additional instruments of control, should conditions warrant these.

7.13 Thirdly, the demand management exercised by the monetary authorities must be supplemented by voluntary and informed co-operation of the financial institutions and their principal consumers. This is particularly necessary in the area of crop finance and subsistence credit.

Plan Goals in Other Sectors

7.14 Given the expectation of budget surpluses within the Plan period, the tasks of the financial sector are those which facilitate Government operations - ie enhance the ability of the Central Bank to respond flexibly to seasonal budgetary needs and add to Government revenues. At present, Ways and Means Advances, other advances of the Government and annual transfer to the Bank's operating profit are designed for these tasks. An improvement in the number of qualified staff will lead to better asset management (and hence higher profits). No major changes in the Bank's contribution to Government recurrent finance budgeting are envisaged, but the possibility of increasing the capital of the Bank will be explored, so as to extend the range of advances which the Bank could make to public sector enterprises for financing economic development.

7.15 In the realm of foreign trade, there is no clear indication that the Balance of Payments will deteriorate sharply over the Plan period. The ability of the system to finance the requisite volume of imports appears adequate, assuming favourable net capital inflows (see Table 7.15) to cover the growing current account deficit. (Table 7.15 is of a rough order of magnitude, and improvement in Balance of Payments compilation is one of the priority tasks of the Central Bank.)

The present system of liberal exchange control has served the country well, and past capital export has taken place largely for legitimate purposes and because of the limited investment outlets in the country. However,

Table 7.15

BALANCE OF PAYMENTS (in Millions of dalasi)

	1969/70	1970/71	1971/72	1972/73	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80
Exports (f.o.b)	37.0	38.1	41.5	37.6	73.7	93.4	90.0	94.5	99.2	104.2	109.4
Imports (f.o.b)	-32.1	-38.5	-40.6	-46.9	-67.3	-86.9	-95.0	-109.5	-126.4	-126.4	-139.1
Merchandise Balance	+4.9	-0.4	+0.9	-9.3	+6.4	+6.5	-5.0	-15.0	-27.2	-22.2	-29.7
Balance of Services and Transfers	-4.2	-3.0	-1.4	+1.7	+3.4	-4.3	-3.5	+1.1	+0.3	-4.0	-5.7
Current Account Balance	+0.7	-3.4	-0.5	-7.6	+9.8	+2.2	-8.5	-13.9	-26.9	-26.2	-35.4
Net Capital Inflow	+3.1	+9.0	+3.3	+7.5	+8.8	+8.6	+9.1	+22.0	+24.5	+14.0	+10.7
Adjustment Entries:											
Errors and Omissions and Special Transactions	+3.8	+1.7	+8.6	+0.4	-14.7	+13.2	+4.4	-13.1	-2.6	+12.2	+19.7
Movement in Reserves (- = increase)	-7.6	-7.3	-11.4	*-0.3	-3.9	-24.0	-5.0	+5.0	-	-	+5.0

* 1972/1973: revaluation in March 1973

the need for stand-by transitional powers vested in the monetary authorities to deal with potential abuses of exchange control regulations will be investigated. There will also be a feasibility study of introducing Treasury bills of varying maturities designed as an outlet for funds now invested abroad.

7.16 As regards financing business enterprises, the three commercial banks, aided by the Central Bank, are capable of accommodating all legitimate trade-needs in terms of short-term finance. (Long-term needs are discussed below, see 7.19.)

Real Economic Growth

7.17 It is vital to carefully monitor changes in the money supply to allow for the financing of real economic growth while at the same time avoiding damaging the balance of payments position and fuelling domestic inflation through too large an expansion of credit.

7.18 The main strategy is to increase the proportion of income saved by households and to channel such savings into more productive investment outlets.

7.19 The major unfilled need as concerns business financing is that of the provision of long-term funds for fixed capital investment, a function normally only marginally performed by commercial banks. Only the GCDB through its development wing grants such loans and both the volume and quality of these have been disappointing. The Plan, therefore, proposes study of the following - the desirability of separating the development wing of GCDB from the commercial wing as the basis for a separate development institution, the extension of employee provident funds in scope and coverage, and the feasibility of promoting financial intermediaries such as life insurance companies capable of long-term financing.

7.20 Measures to change saving habits are long-term in effect, but special emphasis will be placed on mobilising funds at present hoarded in rural areas, - ie the establishment of rural bank branches at Farafenni, Kaur, Kuntaur and Georgetown and Basse; introduction of attractive savings instruments such as indexed deposits, premium saving bonds, as well as a study of the desirability of an upward revision of the interest rate structure.

7.21 Measures and policies which channel savings into more productive outlets, could in the circumstances prevailing in The Gambia, include consideration of the following:-

- a. financial incentives to enhance the supply elasticities of domestic output as, for example, by funding of marketing facilities for cattle.
- b. Provision for a greater degree of monetary intermediation and for shifting of asset holdings into financial instruments. One example could be the institutionalisation of informal village 'rotating' credit societies which are primarily designed for accumulation of funds for consumption purposes. More difficult but eventually more rewarding would be measures designed to shift status symbols from consumer durables to titles of wealth, eg from jewellery, to savings certificates.
- c. Gradual introduction, preferably on a voluntary basis, of institutional transfers of savings into investment outlets through such devices as a national insurance scheme, trade union provident funds or co-operative credit unions.

Fiscal Policy

7.22 A major study of all tax, fee and duty revenue will be undertaken in 1976/77 to determine the most effective methods for inflation - proofing

each recurrent revenue source, and to ensure adequate progressiveness of the tax structure.

However, for the duration of the Plan, the major source of revenue will be indirect taxes, and particularly import duties.

7.23 The introduction of any new taxes during the Plan period will be concerned with extending the tax-base, especially towards the higher-income groups, discouraging the employment of non-Gambians, encouraging labour-intensive techniques of production, and encouraging the growth of domestically-owned and operated enterprises, particularly in rural areas. The existing Development Act 1973 offers income tax and duty concessions to potential investors. In future, import of machinery threatening to reduce employment opportunities will be discouraged. (Tariff protection will be given in exceptional cases, but always for a defined, limited period.)

Revenue projections (Table 7.23) see a 40% increase in real terms over the Plan period - an average annual rate of 7%. As a proportion of GDP at current market costs, such revenues will increase from 19% to 21% between 1975 and 1980, reflecting increased public sector importance.

7.24 The policy of stabilising groundnut prices through the GPMB, a para-statal body, will continue. An adequate stabilisation fund has been established during the recent period of high world prices. However, over the Plan period, it is likely that producer prices will bear a closer relationship to world prices, so that in certain years GPMB will be drawing on its reserves. (See Table 7.24.) Such a policy covers both fiscal and monetary considerations, however - ie the general demand management of the economy and the question of producer prices overlap. Foreign exchange holdings could fall dictating the need for a curtailment of import expenditure, (perhaps because of higher imports prices), while the strong financial position of GPMB could justify higher producer prices. But this raising of farm incomes would stimulate further imports, aggravating balance of payments.

Table 7.23 RECURRENT REVENUE PROJECTIONS
In Millions of Dalasis at Constant 1974/5 Prices

Sources	1975/6	1976/7	1977/8	1978/9	1979/80
Import Duties	16.1	18.2	19.9	21.5	22.9
Groundnut Sale Tax	5.7	5.6	5.6	5.7	5.8
Income Tax	3.1	3.3	3.6	3.9	4.3
All Others	8.2	8.9	9.4	10.1	11.1
*Total in Constant prices	33.1	36.0	38.5	41.2	44.1
Total in Current prices	38.1	45.5	51.6	58.6	66.4

*It is essential that revenues are inflation-proofed as the discrepancy between constant and current prices shows.

Footnote

These projections are dominated by the rapid increase in import duties, which is the result of several factors - reversal of the previous trend of GPMB trading results, so that their real reserves will decline over the period; and large increases projected in investment.

Government Recurrent Expenditure

7.25 For the first time long-term recurrent budgets have been projected for each spending Ministry (see Table 7.25). Every allocation shows some increase, but the change in distribution over the Plan period reflects the broad Plan priorities and strategy (see Chapter I). There will be considerable expenditure on training, but even with this the medium term shortage of trained technical and managerial personnel will constrain expansion in certain high priority areas. In short, in priority areas finance is usually not the only limiting factor.

7.26 In certain areas, in particular construction, certain recurrent expenditure is in fact disguised capital expenditure. Similarly certain capital expenditure, usually classified as replacement or restructuring, is often deferred maintenance expenditure. Although there can never be a very strict dividing line between capital and recurrent expenditure, serious misallocation is misleading and, over time, inevitably leads to inefficiency in the general allocation of resources. Identifying disguised capital expenditure requires marginal adaptation of the project estimating system. Making proper allowance for recurrent maintenance requires that more attention be paid to proper and systematic budgeting. This will be done by staff of the Ministries of Finance and Works during the first two years of the Plan period for full implementation in mid 1977.

7.27 General financial discipline and financial management of both the recurrent and capital budgets will be improved by refinement of the system, which will require an input of expertise, by more extensive training of the key personnel involved and by the more vigorous application of the pertinent regulations. The proposed Management Training Institute (see Chapter 21) will play a central role in training, and the effective revival of the Public Accounts Committee in the application of discipline.

Government Development Expenditure

7.28 Past development expenditure was almost entirely financed from two sources, loans from United Kingdom and from the International Development Association. The Plan will see a more than doubling of the rate of development expenditure in real terms (a trebling in current terms) with a broad diversification in sources of finance.

Table 7.29 sets out the sectoral allocation of development expenditure. It again reflects Plan priorities in favour of rural productive investment where the allocation reflects foreseeable maximum absorptive capacity. The urban sector, in particular public utilities, will be temporarily inflated by certain large items in water supply, electricity and sewerage where expenditure will not deflect attention from the rural effort and cannot reasonably be deferred. Communications is dominated by exceptional investment in Yundum International Airport which will be completed by 1978. The proposed Trans-Gambia Bridge, a regional project likely to cost in excess of D65 million and constructed between 1978 and 1982, is not included in the table. Social Services expenditure is limited by the long term need to limit these services to a level which can be afforded by The Gambia. Here developmental expenditure is directed to the immediate need for more training facilities. Administrative expenditure will be directed towards increasing the efficiency rather than the size of the Civil Service.

Development Finance

7.29 External loans and debts - obtained from aid sources on concessionary terms - are projected to rise from D13.5 million in 1974/5, and to cover 70% of total public sector capital expenditure over the Plan period (ie to cover D100 million). Debt servicing is low due to the use of soft loans, and is projected to rise from D1.0 million in 1974/5 to D1.7 million in 1979/80. Foreign aid, therefore, will grow rapidly and the sources diversify.

7.30 The local contribution will be 30% over the Plan period, financed from a surplus on the recurrent budget (CRF reserves), and a contribution from the GPMB. A locally-raised D2 million loan is outstanding and will be repaid on a sinking fund basis over the next five years.

Conclusions

7.31 Although there has been separate treatment accorded to monetary, fiscal and financial policy, it cannot be stressed too lightly how these interact and often conflict. Raising tax rates, for instance, can have adverse effects on the incentive to save. Raising producer prices can stimulate import expenditure, reducing foreign exchange reserves.

Foreign Exchange management is a vital policy area, and for such management to be well-guided, the Central Bank must liaise closely with other institutions in The Gambia which do business abroad. The high degree of economic dependence of The Gambia on external factors highlights the importance of such co-operation. Short-run stabilisation of rural incomes by GPMB in the face of adverse world price movements, or monetary expansion to finance real economic growth (and inducing higher capital and consumer imports) depends for success on adequate Foreign Exchange being available. Similarly, the seasonality of export earnings in relation to the more even flow of imports necessitates what may appear large external reserves.

The high rate of imported inflation suggests the need for careful monitoring of the Exchange Rate to avoid extra costs due to currency depreciation, and the continuing outflow of capital seeking overseas investment shows the need to develop domestic outlets.

Attempts at import-substitution, mainly in the agricultural sector, are important, and a review of further possibilities will be made.

In addition to manpower shortages, recurrent finance is a potential constraint on development, which necessitates accurate budgeting and accounting, and research into ways to increase Government budgeting and accounting, and research into ways to increase Government revenue.

Therefore, policies must be flexible, possible conflicts acknowledged, and review be continuous.

Addenda: Price Adjustments

7.32 The projections shown for recurrent revenue and expenditure (Table 7.23 and 7.25) will be used as the basis for determining the allocation of resources in the years shown. They will, however, have to be up-dated from year to year to account for price increase. Development Expenditure (Table 7.28) is, however a broader attempt to take inflation into account and is measured in current terms.

Each year, official estimates of recurrent expenditure for that year will be framed in terms of prices current at that moment in time. To allow for inflation during the forthcoming year, a new device will be used - an inflation reserve for each sector. The reserve will be percentage of total estimated recurrent expenditure for each sector, based on past experience and expected trends. (Individual prices will not show a uniform rise per sector, but it is expected that this reserve will be adequate to cover all price rises experienced.) Adequate proof of price-rise must be furnished before the reserve can be utilised. This reserve need not be matched by expected revenues, as in general inflation in costs will be matched by inflation in revenues. Such reserves will be introduced in 1976/7.

Table 7.25

RECURRENT EXPENDITURE PROJECTIONS 1974/75-1979/80

D million in Constant Prices of 1974/75

	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80	% in-crease
President's Office	1.98	1.71	1.77	1.85	1.89	1.96	-
Police and Fire	1.82	1.86	1.94	2.01	2.09	2.18	20%
Information and Tourism	.56	.63	.66	.69	.73	.76	36%
External Affairs	2.49	2.57	2.6	2.68	2.76	2.84	14%
Ministry of Finance	4.82	5.13	5.54	5.98	6.22	6.47	34%
Ministry of Local Government	.98	1.04	1.11	1.19	1.27	1.36	39%
Ministry of Agriculture	2.79	3.16	3.73	4.4	5.19	5.82	109%
Ministry of Works	4.38	4.75	5.23	5.54	5.88	6.23	42%
Ministry of Education	3.42	3.64	3.93	4.21	4.5	4.81	41%
Ministry of Health	2.55	2.66	2.82	2.96	3.13	3.31	30%
Posts and Telecommunications	.66	.68	.75	.83	.88	.94	42%
Civil Aviation	.28	.32	.37	.43	.45	.48	71%
Economic Planning	.37	.4	.44	.47	.5	.53	43%
Total	27.1	28.55	30.89	33.24	35.49	37.69	39%
Contribution to Development Fund	3*	5.75	5.95	5.85	3.7	3.2	-
Total	30.1	34.3	36.84	39.09	39.19	40.89	39%
Estimated Revenue	31.5	33.1	36	38.5	41.2	44.1	40%
Surplus/Deficit	1.4	-1.2	-.84	-.59	2.01	3.21	-

In terms of cash flows, given the inflation estimates of Chapter 6, the surplus deficit position is as follows:-

Surplus deficit in
Current prices 1.4, -1.38, -1.06, -.76, 2.86, 4.84.

Net surplus /deficit over the period (excluding interest flows), 5.9 million dalasi. This estimate is a rough indication only as estimating future inflation is somewhat hazardous. However, whatever inflation actually proves to be, the net figure is almost certain to be a considerable positive amount.

*Excludes contribution from non-recurrent sources (a bond issue). Debt servicing is included under Ministry of Finance.

Table 7.24

GPMB RESERVES 1969/70-1979/80

[MILLION DALASI - CURRENT PRICES]

	1969/70	1970/71	1971/72	1972/73	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79	1979/80
Profit/Loss	4	9.7	7.5	5.3	32.5	11	-3	0	0	0	0
Reserves	12.3	22	30.5	36.2	66.6	78	75	75	75	75	75
Producer Price*	150	70	180	200	230	321	-	-	-	-	-

*Dalasis per ton, unshelled, for groundnuts.

Note

From year to year the reserves of GPMB will fluctuate with the unpredictable changes in world prices, particularly of groundnuts. The projections show the policy aim over the period only, viz. to stabilise reserves, in money terms, at 75 million dalasis. Thus interest earned will be payed out to farmers over the period. In real terms reserves thus fall by 36.2% given the inflation estimates of Chapter 6.

Table 7.28

GOVERNMENT CAPITAL EXPENDITURES 1975/76-1979/80
(D'000 IN CURRENT PRICES)

Table Reference Chapter	Sector	1975/76	1976/77	1977/78	1978/79	1979/80	Total	Constant 1974/75 Prices	Total in Constant 1974/75 Prices	Percentage of Total (Real Term)
9	Agriculture and Animal Husbandry	2,800	3,600	4,400	5,100	6,100	22,000	16,200	14,9	
10	Forestry, Fisheries and Mineral Resources	320	1,425	6,520	1,825	230	10,320	7,430	6.8	
11 & 13	Manufacturing and Commerce	455	1,357	800	347	140	3,099	2,400	2.2	
12	Building and Construction	775	840	895	950	1,010	4,470	3,350	3.1	
14	Tourism n e s	147	1,332	1,878	777	559	4,693	3,500	3.2	
15	Transport	3,590	9,895	12,120	3,010	1,280	29,895	22,950	21.1	
16	Public Utilities	3,055	9,001	6,323	2,675	2,632	23,686	18,110	16.6	
17	Education	1,829	860	670	678	512	4,549	3,580	3.3	
18	Health	2,020	5,640	2,680	1,600	1,550	13,490	10,370	9.5	
19 & 20	Housing and Social Welfare	86	250	350	530	835	2,051	1,460	1.3	
21	Central Government	2,337	2,945	2,630	2,060	1,630	11,602	8,860	8.1	
23	Quasi-Government n e s	200	250	300	400	500	1,650	1,210	1.1	
22 & 4	Local Government and Rural n e s	785	823	940	1,225	1,615	5,388	3,970	3.6	
8 & 5	Environment and Urban n e s	235	890	2,492	3,483	595	7,695	5,610	5.1	
	TOTALS	18,634	39,108	42,998	24,660	19,188	144,588	109,000	100.0	

CHAPTER 8 - ENVIRONMENT

Objectives

8.1 The environment is the sum total of all natural and social phenomena providing both the possibilities for, and limitations to, man's activities. To the extent that there is interaction between natural and social phenomena, it is subject to control. This Plan, a statement of action for the increased use of the environment to improve the welfare of the people, envisages more intensive and extensive use of natural resources and the creation of more economic and social infrastructure. Both non-renewable and renewable resources will thus be subject to increasing demand.

8.2 It is, however, the clear objective of the Government to order this increasing demand and the overall development in The Gambia in such a way as to ensure a continuance of her sources of potential welfare in the future. This will involve not only reclamation, restoration, and preservation, but also enhancement of the environment. When a conflict arises between sustained yield and short term exploitation, the former will prevail. For The Gambia, a member of the Sudano-Sahelian zone, this is an issue of crucial importance.

Strategy

8.3 While domestic action will be responsibility of a number of different Government departments, the most directly involved will be the Ministries of Agriculture and Natural Resources, and Local Government and Lands. Strategy for the Plan period is summarised as:-

- 8.3.1 Strengthening of existing environmental control legislation.
- 8.3.2 Initiating a modest programme of appropriate education through existing media.
- 8.3.3 Developing detailed national programming for land use.
- 8.3.4 Programmes for conservation of soil, water, forest, marine, and other natural resources.
- 8.3.5 Creating a small new National Parks Service.
- 8.3.6 Balanced regional development of human settlement.
- 8.3.7 Modest enhancement of the urban environment.
- 8.3.8 A research programme on social development.
- 8.3.9 An enhancement of efforts concerned with the conservation and development of Gambian culture.

Legislation

8.4 New physical planning legislation will be drawn up in 1975/76, partly in connection with the controlled development of the Atlantic Coast for tourism (see Chapter 14). There will also be a reorientation and strengthening of the existing legislation protecting the flora and fauna of The Gambia. The situation in fisheries will be reviewed after a number of studies have been undertaken (see Chapter 10) and, later in the Plan period, new legislation will be considered to regulate industrial pollution.

Education

8.5 The introduction and enforcement of appropriate legislation is an essential stop-gap. In the longer term, however, education to create a

conservation minded population can be the only lasting solution to the problem. Given other priorities and limited resources, the educational programme will be modest, involving both the Government and private voluntary agencies. Environmental knowledge will be incorporated into revised school curricula (see Chapter 17) together with supporting visual aids, and will be a component in the coverage of the proposed educational broadcasting service (see Chapter 21). The content of the educational effort will attempt to give an understanding of the natural and social environment, as well as of its change, for better or worse.

Natural Resources

8.6 The fragile soils of The Gambia are now suffering under the burdens of both the population pressure and drought.

It is a primary responsibility of the Government to ensure that the unavoidably more intensive exploitation of this asset is not incompatible with its continuance as a source of potential wealth. A detailed land resources survey has been completed recently and, together with a land use survey, it will serve as a basis for introducing more direct control over land usage. This type of development will require certain changes in patterns of both the crop and animal husbandry and social organisation. The early Plan period will be directed towards piloting these land use arrangements (see Chapter 9).

8.7 As population has increased over the last half century, The Gambia has seen considerable deforestation. During the last decade, the latter has combined with a considerable drop in rainfall to produce serious soil erosion in certain parts of the country. To counter this erosion, soil and water conservation will be introduced as an element of agricultural extension service. In the North Bank Division, a forest shelter belt project will be piloted for this purpose (see Chapter 10). Village communities will be assisted in developing their own woodlots. Protection of existing forest parks will be strengthened by a greatly expanded Forestry Department.

8.8 Part of the Plan strategy for agricultural development is to encourage the use of crop and animal waste as natural fertiliser. To the extent that this is possible, it will reduce the need to expand foreign exchange on potentially damaging chemical fertiliser. The possibility of utilising urban sewerage as agricultural fertiliser will also be investigated in 1975/76.

8.9 While certain studies of surface and underground water resources have already been undertaken, a large number of gaps in vital knowledge remain and research will continue through the Plan period. Planned and controlled utilisation of the River Gambia for both agriculture and transport will be central to the future welfare of the Nation. One problem identified as of immediate urgency is the saline intrusion up the River Gambia. This intrusion has increased in recent years and now threatens the use of the river water for agricultural purposes. Substantial investment to contain the salination of soil will be necessary before large acreages with irrigation potential can be exploited. The environmental implications of this investment will require an in-depth study.

Fauna and Flora

8.10 The Gambia has been no exception to the world-wide pattern of accelerating destruction of natural fauna and flora by man to meet his needs for farming land, meat and timber. Indeed, for The Gambia, with its relatively high population density and the growing demand for tourist "souvenirs", the need for action to preserve something not just for tourists but for future generations of Gambians, is an immediate one. While recognising that the pressing needs of the people for adequate food and shelter must be met, the Plan provides for the use of careful management and

public education, as a means of retaining and developing a reasonable cross-section of fauna and flora in order to avoid serious imbalance between longer-term socio-economic and environmental development.

8.11 The law as it stands is totally inadequate, giving only limited protection to certain species. In 1976/77 new legislation will be introduced which will fully protect all mammals, birds and reptiles, except those that are specifically listed as crop pests and game species. The trade and export of all wild animals, and products of wild animals, will be banned. Where this directly affects employment in the handicraft industry, the Ministry of Information and Tourism will take action to assist artisans in reorienting their craft towards permitted raw materials.

8.12 The small Abuko Nature Reserve (180 acres) near Banjul is currently the only area where wildlife is afforded complete protection. Simple facilities have been steadily introduced over the last five years and it is now a popular attraction for both the tourists and schoolchildren. Over the next three years, it will be expanded by 72 acres and developed as the functional and administrative nucleus of the National Park Service (see below). Despite its size, Abuko has excellent potential as a general reserve and as a breeding centre for reintroduced or endangered species. During this period, a new riverine national park will also be created - a complex of Baboon Island (120 miles upriver from Banjul) together with the adjacent Nuassang/Kaolang Forest Parks. Two other potential sites for national parks will be investigated, one in Kiang West, south of Jali Point, and one in the north-western coastal area bordering the Senegalese Sine Saloum National Park. Both contain unique unspoiled flora and fauna.

8.13 Abuko Reserve is currently administered as a subsidiary function of the Forestry Division of the Ministry of Agriculture and Natural Resources. In order to operate and manage the above stated programme, a small National Parks Service will be established. It will be based at Abuko, but will be directly responsible to the President's Office. Involvement in conservation by both the interested international bodies and private individuals will be directly encouraged as a means of supplementing the scarce finance and manpower resources of the public sector.

National Settlement

8.14 The strategy for rural development envisages the initiation of a more balanced national settlement pattern and the provision of a wide range of amenities to improve the quality of rural life (see Chapter 4). To this effect, development outlays in rural areas will focus on the economically and physically planned development of two regional growth centres, Farrafenni and Basse. Investment in the utilities in Banjul will be dominated by the introduction of a reticulated sewerage system and the construction of a multi-purpose stadium, both long felt needs for the capital. A modest start will be made in rehousing some of the urban poor.

8.15 The integrated physical planning effort for the Banjul-Kombos area will be doubled to determine a defined land use strategy. New physical planning legislation will assist in controlling the development of the beach tourism and the peri-urban areas near Banjul. The Banjul City Council will also pay reasonable attention to the maintenance of the urban physical environment.

Social Environment

8.16 In order to identify a long term social development strategy a number of studies of Gambian society will be undertaken. This strategy will attempt to minimise the physical and mental stress of the community as development progresses (see Chapter 20). Fundamental to the balanced survival of Gambian society, however, will be the conservation and enhancement of our rich culture. The collection and collation of cultural records is already underway and will continue. A National Dance Troup has recently

been formed and will expand its activities, both domestic and international, during the Plan period.

8.17 When the National Library moves to a new building in 1976, the existing structure will be converted into a museum and centre for cultural activities. The centre will be both the focus of attempts to popularise and educate the public in cultural matters, and a specific tourist attraction. Independent research work in cultural and anthropological matters will continue to be encouraged, (under the proviso that a copy of the results is made available to the authorities).

8.18 Attention will also be given to the protection of various monuments, prehistoric and historical sites of The Gambia. Certain of these, such as the fort at James Island, are already a tourist attraction. Access to the island and public facilities will be improved.

CHAPTER 9 - AGRICULTURE AND ANIMAL HUSBANDRY

Agricultural Objectives

9.1 Fundamental to the goal of rural development will be the attainment of a significant boost to agricultural production. Goals for this sector are:-

9.1.1 to improve nutrition standards in rural areas;

9.1.2 to eliminate bulk cereal imports, and in particular rice, by 1980;

9.1.3 to diversify rural cash crop income;

9.1.4 to achieve a 35% rate of growth in domestically consumed foodstuffs and a 45% rate of growth in marketed export cash crops at the end of the Plan period;

9.1.5 to increase development expenditure in agriculture by 150% over the period.

9.2 The output targets for groundnut, rice, sorghum and millet and cotton are estimated as follows:-

	Present Situation	Annual Average During Plan Period	End of Plan Period 1979/80
Groundnuts	135,000m tons	150,000m tons	180,000m tons
Rice (Paddy)	32,000m tons	50,000m tons	63,000m tons
Sorghum & Millet	47,000m tons	50,000m tons	65,500m tons
Seed Cotton	266 tons from (1000 acres)	650 tons from (2000 acres)	3,500 tons (10,000 acres)

Agricultural Strategy

9.3 The most important feature of the strategy will be the co-ordination, integration and strengthening of the extension effort in agriculture, animal husbandry and co-operatives. First priority will be development of in-service training and programme management. Directed in particular towards the small farmer are the Plan's provisions for numeracy programmes, credit and input supply, product storage and marketing, applied research, feeder road and river wharf development, and cattle stock improvement. This will require a considerable organisational effort by both the Government departments and co-operatives, a significant high-level manpower input, the construction of some physical infrastructure, and the availability of considerable funds for credit. Priority attention will be directed to soil conservation and to improving the critical problem of surface and ground water supply.

9.4 The farming areas of The Gambia can be classified and quantified as in Table 9.35. The provision of supporting physical infrastructure for agriculture, in particular feeder roads will be directed to those areas where crop evacuation is a primary constraint, or where substantial areas are identified as having high potential. For Livestock the provision of infrastructure will include improving access to watering facilities for cattle, both from the River and from wells, and to marketing support facilities.

9.5 The selection and concentration on high potential areas, plus a degree of regional specialisation, will be an important strategy in the Plan but this will not be inconsistent with balanced regional agricultural development. For groundnuts, the dominant cash crop, extension coverage will continue to be national but will be orientated towards a package deal of credits, inputs, oxenisation and advice for interested farmers. For cotton, the extension effort for a similar package will be concentrated in the Upper River Division. Expansion of the acreage under irrigation will be limited to certain areas in the MID and URD until the river water supply is improved. The priority effort will be directed to moving the existing irrigated areas into double cropping, and developing more of the unutilised flood plain areas (swamps) for rainfed rice. The expansion of vegetable, confectionery groundnut, citrus and possibly cassava production will be concentrated in the Western Division (for technical and logistical reasons), and the introduction of cashew nut will be concentrated in the North Bank and Lower River Division. Veterinary and animal husbandry extension work will have no specific regional limitation.

9.6 Intensification of agricultural methods of production is essential and will be an important component part of development strategy during the Plan period. The traditional system of extensive and shifting cultivation will have to give way to intensive methods, if land pressure is not to threaten soil fertility by an ever declining fallow period. The package deal approach, in spite of its high extension input, has a greater potential for crops. The package deal programme apart from providing good quality seeds, fertiliser etc, will also open up technical possibilities for the use of ox-drawn equipment for upland crops resulting in increased production. In view of the high prices of chemical fertilisers, special attention will be given to the intensive use of organic fertilisers.

9.7 Agricultural food production, that is in particular the production of sorghum, millet and maize for subsistence consumption, will have a priority call on agricultural research, seed multiplication and extension services. The educational input will be a concern of a number of departments of Government.

9.8 The organisation of the provision of inputs (both the consumables and durables) and the required credit will be largely the task of the co-operative movement, working closely with the agricultural extension service in the introduction of the above mentioned packages. This will turn the societies from only groundnut marketing into genuine multi-purpose organisations. Improved marketing will call for the provision of more rural storage, a more integrated transport network, initial processing plant and central facilities for a number of crops, as well as institutional strengthening, particularly in animal husbandry and horticulture.

9.9 Pricing policy, both for the agricultural inputs and outputs, will be given closer attention so as to provide adequate but realistic incentives for progressive farming, avoid excessive border movements of goods or produce, and maintain reasonable isolation from violent short-term fluctuations in international prices.

9.10 It is projected that during the Plan period production of subsistence crops will increase by 7.0% per annum; and that the value of marketed cash produce will increase from D69 million in 1975 to D90 million in 1980. This will mean that the overall contribution of agriculture to the economy (GDP) will increase at 4.7% per annum (see Table 9.8).

Public Sector Programme

9.11 Public sector capital expenditure in the agricultural sector will be boosted from a current level of D1.676 million per annum to an average of D3.0 million. Recurrent expenditure is projected to increase from D2.6 million to D5.8 million during the five years of the Plan. This reflects the Government's stated priorities. From experience, it is certain that

Table 9.8

AGRICULTURAL AND NATURAL RESOURCES SECTOR - CONTRIBUTION TO GDP
/Projections - D'000/

	Groundnuts ¹	Livestock	Fish	Cotton	Rice Monetary	Others Monetary	Rice Subsistence ²	Others Subsistence	Total
1974/75	66,100	1,600	7,000	200	812	3,638	7,300	18,150	104,800
1979/80	73,750	2,600	15,000	2,200	1,700	3,000	6,700	23,150	128,100

¹This reflects a considerable expected fall in real world prices (output to increase by 30%).

²Subsistence output increases, however it is valued at market prices which is projected to fall substantially.

manpower rather than finance will be the primary limiting factor in achieving these targets. The programmes are described in detail in the following sections.

Administration

9.12 Two facets of this require urgently to be developed; firstly, effective programme management at the top, and secondly, an integrated but co-ordinated extension service at the middle and lower levels furnished by well trained officers. The first will be dealt with by administrative reform which will establish a clearly integrated sector hierarchy, while the second will be met by a temporary input of expatriates and relocation of staff. It is important, firstly, that the officers understand their responsibilities, and, secondly, that someone has the responsibility for and power to co-ordinate the various sub-sectors. It is also important that the senior management staff are in reasonable proximity to each other. Both these points are dealt with in more detail in Chapter 21. The need to import the management personnel illustrates the importance of training and experience for middle level manpower. It involves personnel for sector planning, cattle breeding and marketing, management of the Co-operative movement, project supervision (eg cotton) and training and education. Short-term experts and consultancies will also be required for more specialised tasks such as soil and water conservation.

Education and Training

9.13 The staff of the various departments under the Ministry of Agriculture will make use of the proposed Management Institute at Yundum; field in-service training will be provided for co-operative, veterinary and agricultural officers, and in general to extension agents. Most of the training will be done in the field, in particular, at the proposed Training Centre at Jenoi. During 1975-1978, four Mixed Farming Centres will be upgraded and expanded as rural development centres for both the staff and farmers. Each centre will be provided with required housing, dormitory accommodation, classrooms, and demonstration equipment. The buildings, vehicles and equipment for the headquarters and the MFC's is costed at D0.6 million. This is a first priority project and will be fully completed by 1977.

9.14 Together with this, a village numeracy programme oriented to the particular requirements of agriculture in The Gambia, will commence in 1976/77. This will operate on the village group approach, with a selected member of the village community receiving training adequate for him to disseminate his knowledge to his group. The cost of this will be largely borne by the recurrent budget. Capital requirements are projected at D0.2 million. It is hoped that the training groups, with support from the Community Development Department, the Government radio and information services, and local education committees will have an effective coverage of 15.0% of farmers by 1979/80.

9.15 Commencing in 1976, the new Gambia College will train middle level Agricultural (Extension) Assistants. This training is currently undertaken elsewhere in West Africa and is not always appropriate to Gambian conditions. Output, which will rise to 25 per annum in 1978, should meet Gambian requirements for this level. Higher level technical and professional training which will continue to be overseas, will be boosted in line with particular manpower requirements.

9.16 The existing Teachers Training College will vacate its Yundum premises in 1976 and these will be converted for use as a Management Training Institute. It will have its own small management staff and can be used by the Ministry of Agriculture and Natural Resources for specialised in-service training, extension staff conferences, and specialised farmers education. The costs are noted in Chapter 21.

Extension

9.17 The development of wide ranging, effectively co-ordinated extension service will be crucial to the success of this Plan. The aim is effective expansion and structural change to give coverage to 70% of small-holders by 1979/80 using the village community as the basic development unit. At the base of the structure, multi-purpose village extension agents will be appointed. Their in-service training will be partly general (groundnuts, credit assessment, fertilisers etc) and partly related to the specialised crop (eg vegetable) of the region in which they are serving. Specialised one crop demonstrator will be trained for cotton and rice. Most of the training of village extension agents will be undertaken in the field. All extension agents will receive specialist back-stopping from middle grade staff based at the 24 Mixed Farming Centres, some of which will be expanded early in the Plan (para 9.13 above refers). These will in turn be supported by senior extension staff based at each Divisional Headquarters. Each of these Divisional Circle stations will ultimately accommodate an Agricultural Officer, a Veterinary Officer, a Co-operative Officer, a Training Officer and possibly an irrigation engineer. Because of staff and housing constraints, this will require to be phased out during the period 1976/77-1979/80.

9.18 Apart from the proposed upgrading of four MFC's, there is an existing programme of MFC improvement, involving largely staff quarters, and this will carry over into 1976/77. Some further expenditure on Agricultural Circle Stations estimated at D0.3 million will be required for quarters, offices etc, during 1975/76-1977/78 to accommodate the expansion in senior extension staff proposed above.

9.19 All the village extension agents will have responsibility for the introduction of the groundnut package deal to interested farmers. This will include working particularly closely with the Co-operative movement on the credit element of the package. Most of the extension agents will also have responsibility for the introduction and support of one or more additional crops, depending on their location (eg cotton). With the support of the Veterinary Department, many of them will also be involved in fodder crop development and basic animal health. The Forestry Department will support them in their work on village woodlot development, and in general soil and water conservation.

9.20 Information services and farmer training will play a growing role. To support the extension staff, five mobile agricultural film units will be procured by the Ministry of Agriculture. In addition, the number and scope of agricultural radio programmes will be expanded and the volume of printed distribution material considerably increased. Short farmer development seminars will be continued at selected MFC's and a number of short specialised seminars for farmers held at the Management Training Institute.

Research

9.21 Severely limited facilities and manpower mean that research will necessarily be limited to carefully selected field trials on existing crops and those new crops which, from experience elsewhere, appear to have real potential in local conditions. A wealth of relevant material already exists, partly in The Gambia, but also in the research institutes of other West African states. Every effort will be made to make full use of this wealth.

9.22 As to food crops, which will have a priority claim on research resources, work on rice, sorghum, millet, maize, vegetables, and citrus will continue. Further experimentation on cash crops will concentrate on groundnuts, cashew, sugar-cane, tobacco and pineapple. There will be expansion in the agricultural research station facilities at either Yundum or Sapu, seed multiplication services, particularly for rice, sorghum, groundnuts and cotton, will be expanded.

9.23 A lengthy research programme into equipment for "Oxenisation" is virtually complete, except for experience in swamp conditions. Results of this research will be put to use during the Plan. This research highlighted the increase in productivity resulting from the introduction of oxen using equipment adapted for local conditions.

9.24 With the assistance of the University of Glasgow research is being undertaken into trypanosomiasis and this will continue. The existing Veterinary Station at Yori Beri Kunda will be extensively developed during the Plan period for both fodder crop and cattle fattening research, including swamp pasture trials. This will also be the centre for a breed improvement programme to operate using artificial insemination. Limited research will also be undertaken on the milk production of local stock.

9.25 Over the 1975/76-1979/80 period, capital investment of some D0.3 million will be allocated to crop investigation facilities and D1.3 million to the expansion of the Cattle Station at Yori Beri Kunda.

Co-operatives

9.26 The existing operations of the Co-operative movement are summarised in Table 9.24. They are currently concerned almost wholly with ground-nut marketing and evacuation and the provision of subsistence credit. More recently small credit/marketing co-operatives have been started for certain new crops such as irrigated rice.

9.27 The strategy for the future is to effectively diversify the existing societies into full multi-purpose units involved in the provision of short-term and medium-term credit, the distribution of inputs, and the collection, storage, processing and evacuation of outputs. Such diversification will require a strengthening of the top and middle management of both the Department, and the Co-operative Union, a vigorous training programme of staff at all levels, the construction of extensive society storage facilities, the improvement in transport capacity to make good gaps left by the private sector and the provision of a large volume of funds for farmer credit.

9.28 The movement has recently gone through a difficult period where rapid expansion has been unstable due to deficiencies in senior management, and lack of experience in middle management. A number of new appointments will be made in 1975/76 to senior management. Training will be done, partly at Co-operative Colleges overseas, but also by the proposed agricultural in-service training. This will concentrate on in-service training for middle and lower grade staff in such fields as credit assessment and input distribution. Individual Society Officials will continue to require a high level of assistance from Departmental and Union Officials for the foreseeable future. A number of training seminars for these society officials will, however, be run in order to minimise the requirements for day-to-day assistance. Particular attention will be paid to the need for functional numeracy in Society Treasurers.

9.29 Some 20 commodity stores will be built during 1975/76-1977/78 at the headquarters of the larger societies at a total cost of D0.5 million. These will be used for both inputs and outputs. Improvements in co-operation and liaison between the movement and the Gambia Produce Marketing Board (including its subsidiary Gambia River Transport) and the other departments of the Ministry of Agriculture which has been lacking in past years, will be a very important feature of the functional developments. This alone should bring significant increases in the efficiency of credit allocation (see below), marketing of inputs and evacuation (GPMB).

Table 9.24

MARKETING CO-OPERATIVE SOCIETIES 1970-1974

	1970	1971	1972	1973	1974
Number of Societies	47	47	51	53	62
Number of Members	43,000	45,000	52,000	57,000	64,000
Share Capital (D)	218,780	228,755	251,999	281,889	318,536
Subsistence loans advanced (D)	1,356,000	1,648,000	2,839,000	2,697,000	4,300,000
Subsistence loans recovered (D)	1,266,000	1,528,000	2,264,000	2,447,000	3,996,000
Subsistence loans outstanding (D)	90,000	120,000	575,000	250,000	304,000
Cash in hand and at Bank (D)	39,000	18,000	36,000	212,000	84,000
Statutory Reserves (D)	655,000	695,000	714,000	803,000	524,000
Other Reserves (D)	147,000	164,000	181,000	242,000	223,000
Loans written off (D)	Nil	Nil	Nil	357,488 (from 1956-69)	Nil
Groundnuts purchased (tons)	29,000	32,000	52,000	46,000	62,000
% of total purchased by GPMB	26%	28%	42%	45%	46%

9.30 During 1975/76 the Co-operative Rules (set out under the Co-operative Act of 1951) will be reviewed to ensure that they reflect the strategy requirements. Also each member of the staff of both the Department and Union will be given a clear job definition to avoid confusion between the responsibilities of officers of the societies, including the Union, and those of departmental officials.

Credit

9.31 Past efforts at agricultural credit schemes have not been noticeably successful, largely because they paid scant heed to social and economic realities. Most of the existing credit handled by the Co-operative movement is used only to meet the subsistence needs of the smallholder until the harvesting of his crop. This amounted to some

D4.0 million in 1974/75. The commercial banks have been an almost exclusive source of short-term credit to licensed groundnut buying agents for purposes of crop purchase. This amounted to some D12.6 million during the 1974/75 buying season. Neither the Co-operative movement nor the commercial banking system have yet developed medium term agricultural credit, even for the small number of progressive farmers who are capable of offering loan security.

9.32 The agricultural credit policy during the Plan period will be directed towards increasing production. Production and development credit, for short and medium term, will be made available on a package basis for a group of inputs (fertilisers, seed, pesticides, oxen, implements, spray pumps, water lifting equipment, machinery and small amount of working capital) at a predetermined ratio. Loan policy will be based on (a) an objective criteria for fixing credit limits; (b) institutional arrangements whereby the credit limit fixed can be checked by the Commercial and Development Bank, Co-operatives Union and Departments' staff easily and expeditiously; (c) built in checks in loan procedure during scrutiny and sanctioning of loans to discourage favouritism. As a safeguard against malpractice, loan policy and operations will be entirely open. The selection of farmers for credit will be made on the basis of a joint assessment by Agricultural agents and Co-operative officers of individuals requesting financial accommodation. Loans to individual members of Society shall be made on the basis of their projected productive and repayment capacity. The Society to which the individual belongs will guarantee the loan. The Agricultural agent will provide the technical support for the implementation of the package over a period of time. It will be the duty of the concerned Society to arrange for the supply of the requisite inputs in time and also for the recovery of loan out of the sale proceeds of the produce delivered to the Society for onward marketing by the loanees. This method of recovery currently faces a serious problem of evasion. To reduce this problem in localities in which a society purchases well over half the crop, alternative produce buyers will be phased out during the Plan period. Existing pure subsistence credit will be phased out gradually with due regard to the socio-economic situation.

9.33 The funds for production credit, approximately D10 million over the next five years, will be made available by Government and Gambia Produce Marketing Board on soft terms, through the Commercial and Development Bank, to the Co-operatives Union which will on-lend to individual Societies. This should be adequate for 10,000 farm units. In time, the Union will be able to build up a revolving fund which will require only topping up from public funds. A smaller amount of public funds will be made available to the Commercial and Development Bank to open a direct credit line for assisting progressive farmers, particularly in the areas of irrigated rice, horticulture citrus, poultry, agriculture and for the development of indigenous agro-industries related to Gambian produce.

Marketing

9.34 Subsistence and semi-subsistence agriculture is rarely connected to any marketing system. This system is only very loosely co-ordinated and in particular suffers from very underdeveloped wholesale trading. Many producers still sell any surplus directly on local or city markets. In certain limited cases a trucker will perform important wholesale functions, buying from producers, collecting, and selling directly to a retailer. The initiative for improvement will require to be a combination of action by three groups: private enterprise, co-operatives, and Government.

9.35 Private enterprise covers primarily assembly traders, truckers, wholesalers and retailers. Competition in these areas, supported by a framework of regulation, should generally ensure that both producer and

consumer get the best deal. The Co-operative movement already plays a vital role in groundnut marketing and this will expand, both in range and function. (See para 30 above and 36 below.)

9.36 The public and parastatal sectors have a responsibility to undertake both the regulatory and, in certain cases, direct measures. The determination and enforcement of rules which all enterprises in the market have to follow in the interest of producers, traders and consumers, is one of the traditional functions of Government. Marketing organisations will enact by-laws to ensure that the interest of consumers are better protected and this will include food hygiene, and quality control. Presently, a preparatory exercise is underway to introduce the metrification of weights and measures and the programme will be launched during the Plan period.

9.37 The selective provision or improvement of transport, storage, processing, and selling facilities will assist in the efficient movement of products from producer to consumer. Transport facilities, discussed in more detail elsewhere (refrigerated trucks, barges etc) involves both the fixed and movable assets. The provision of storage will involve the construction of two large central food grain reserve stores, a specialised central horticultural storage centre with small supporting provincial stores, a secco (produce store) improvement programme for 20 of the largest marketing co-operatives, the provision of a holding station for the Cattle Marketing Board, and further provincial facilities for GPMB, mainly for regional collection of cotton and fertiliser. Development of processing facilities will be limited to rice, maize and millet mills, and vegetable preservation facilities. The exception to this is the slaughtering facility for the Banjul/Kombos urban area. In the first year of the Plan, the existing facility in Banjul will be slightly enlarged and improved at the cost of DO.75 million and towards the end of the Plan period a new abattoir will be constructed.

9.38 The improvement in selling facilities will centre around the construction of a new modern, principally wholesale, market near Banjul. This will be undertaken, following some study, in 1978/79 at an estimated cost of DO.4 million. Local authorities will also be encouraged to modernise the traditional markets in provincial centres, in particular Farafenni and Basse.

9.39 During the first two years of the Plan, some research will be undertaken to survey and analyse the existing structure, isolate and test the particular needs for a value of technical support, manpower training, and market information services. During the last three years of the Plan, the research recommendations will be progressively utilised in both the public and private sectors.

9.40 Two organisations dominate the public sector, The Gambia Produce Marketing Board and the Cattle Marketing Board. The former is a well established organisation now controlling the collection, processing, export and sale of oilseed and oil. It recently purchased Gambia River Transport, responsible for evacuating the bulk of the groundnut crop by river to Kaur and Banjul. It has also become involved in the purchase and sale of rice, the production and sale of refined oil to the local market, the importation and storage of fertiliser, the collection and ginning of cotton, and the grading and export of confectionary groundnuts. Its only further expansion of responsibility will be that for the two-store central grain reserve (see para 9.35 above). Its groundnuts seed and oil marketing policy will continue as at present, bolstered by the recently agreed EEC commodity stabilisation scheme. Three problems related to groundnuts will continue to dominate its activities for the foreseeable future - the irregular flow of seed to the oil mill near Banjul, the marketing of groundnut cake, and seeking potential markets for new products or by-products. The Co-operatives movement, responsible for marketing almost half the crop, will increase its road transport capacity over the next two years. The general logistics of reorganising

the collection system towards the input requirements of the GPMB mills will be the subject of a detailed study in 1975/76. The promotion of agricultural production requisites, in particular fertilisers will also be an important area of Government support. Improvement of the existing marketing and distribution system will be mainly geared towards a more widespread use of chemical fertilisers by small farmers on food and subsistence crops (for organic fertilisers see 9.6). The programme will be implemented within the first three years of the Planning period.

9.41 The Cattle Marketing Board, still in the process of establishing itself, requires further facilities and management expertise. These requirements will be met during the first two years of the Plan, in particular those needed for the establishment of holding and grazing grounds, and the purchase of a purpose-built landing craft for the evacuation of provincial cattle for sale on the Banjul market. This will require an investment of D0.65 million.

Agricultural Mechanisation

9.42 Although additional direct inputs of human and draught power will contribute more to the increase in energy input into crop husbandry during the Plan period, there are certain selected areas where mechanical power usage will be expanded. Those activities where, in local circumstances, powered mechanisation is clearly more economically efficient are not always easy to identify. However a number of studies and field trials indicate the following:-

9.42.1 that in addition to the use of small mechanical equipment, there will be a need for the use of heavy mechanical equipment for land clearance and construction of ditches and bunds;

9.42.2 Pumping of surface water for irrigation.

9.43 Efficient mechanised land clearance, and in particular tree stumping, requires specialised equipment appropriate to local conditions. Certain types of hydraulic equipment are being field tested before being introduced on a wide basis. A tractor ploughing scheme, hiring out from a central pool, has been operational for some years. However, while it was planned to cover 12,000 acres per annum, in recent years it has only managed to tackle some 5,000 acres. Much of the equipment will require phased replacement during the Plan period. The project, to establish itself on a sound economic footing, will require extensive administrative reorganisation to increase equipment utilisation rates. Replacement will go ahead only as utilisation increases.

9.44 The usage of rice cultivators and small irrigation pumps will increase, but at a rate limited by the rate of expansion of the acreage of irrigated rice, and by the increase in provision of effective maintenance services. The possibilities for introducing large multi-farmer pumps will be investigated.

9.45 The provision of adequate public and private sector maintenance personnel backed by a reliable supply of spare parts is a primary constraint to any mechanisation programme. An extension of the proposed Technical Institute will be built next to the existing agricultural workshop at Sapu to boost the supply of fitters and mechanics knowledgeable in agricultural equipment. A similar workshop will be established in Basse in 1978/79. Co-operative Societies and private dealers will be directly encouraged to improve dealer services in the rural areas.

9.46 A research project has recently identified the most appropriate ex-plough for Gambian conditions and, with certain minor modifications, the plough will be sold under the various credit schemes. Simple agricultural machines are already playing an important role in such operations as rice threshing and groundnut decorticating. In a limited

number of processes, particularly in confectionary groundnut decortication, this type of transfer of technology will be expanded. In introducing new equipment, every effort will be made to ensure that the level of technology is appropriate to the Gambian circumstances.

Land-Use

9.47 A recent nationwide land resources survey, when combined with the 1973 population census and the 1974/75 Agricultural Census, produces a very good base for a detailed policy for the geographical distribution of natural resource development. Regarding non-agricultural usage, certain areas have already been designated as Forest Parks and a small number of wildlife reserves will be created in the next two years. Every effort will be made to avoid any conflict of interest in the land use as supervision can only be expected to be effective in marginal situations. Only very small acreages will be required for public purposes. This will involve principally the expanded cattle station at YBK and a pilot Youth Resettlement Programme. In each case a necessary compensation will be paid to displaced small farmers. Table 9.48 summarises the breakdown of present land use in each administrative division.

9.48 Communal land ownership (which is at present the common land tenure system) does not allow for rapid agricultural development. This is mostly because of the transitory nature of the ownership and control of arable land. The conditions under which land is held by farmers determines the incentives for its development. With no security of tenure and the opportunity of ownership of land, there is hardly any incentives to invest on its development. Moreover, this tenure system poses a difficult problem for credit institutions which, in the absence of any tangible security, has to make loans for agricultural development mostly on personal security or liens on crops and, thus, limit the amount of loan that could be provided. Material produced in the recent Land Resources Survey will be developed to produce comprehensive land use mapping and the two will be combined as a basis for introducing more direct control over land usage. This will involve the determination of leasing arrangements which will determine the ownership and use of given areas of productive land. Extension staff will be advising on appropriate land usage. Many complex agricultural, social, cultural, administrative and legal issues are involved, and in 1975/76 these will be studied with a view of introducing a number of pilot projects in 1977.

9.49 For the purposes of agriculture, the land farm may be divided into three main groups - plateau, slopes and flood-plain. The laterite plateaus are broadly not suitable for crop husbandry. The colluvial soils of the slopes are extensively used for traditional crops and a large part of the alluvial flood-plain is densely cultivated (some of it for irrigated crops). However, much of this flood-plain is not easily exploited. Above Basse, it is the high annual fluctuation in the height of the river-water that makes the exploitation difficult, while below Kudang the drawback is saline intrusion up the river during the dry season. Below Dankunku, the risk of sulphate toxicity of the clay soils presents the main difficulty. The river-bank area between Kaur and Basse is suitable for exploitation under flood control or irrigation but there is a direct constraint on the latter form of land use imposed by the limited availability of river-water (see below). However, in spite of this constraint, this area will be the principal source of new acreage development during the Plan period (see Column 5 in Table 9.35).

9.50 The Land Resources Division conducted a detailed soil survey and when it is combined with a survey of recent land use, a useful picture of potential agricultural expansion emerges. This is summarised in Table 9.35, which indicates that:

9.50.1 Some 48% of the land area is either totally unsuitable or of marginal value for crop husbandry, or is already used for non-agricultural purposes;

9.50.2 Only a small proportion of the high-potential upland rain-fed colluvial soils are not utilised, but 70% of the utilised land is kept in fallow;

9.50.3 There is a very large area of relatively rich alluvial soils currently unused.

9.51 Table 9.50 below illustrates the geographical distribution of high potential soils. The major points to be noted are:-

9.51.1 Only 22% of the land in Lower River Division has significant potential for agricultural potential;

9.51.2 The Western section of The Gambia (WD and NDB) has a relatively high proportion of rain-fed land with good potential;

9.51.3 Central and South-Eastern Gambia (MID and Southern URD) have a relatively high proportion of high potential land.

Table 9.35*

COMPARISON OF AGRICULTURAL POTENTIAL AND CURRENT (1972) LAND USE

Soil Group Land use	Areas (in ha) and percentage of soil group				
	Cultivated	Fallow	Unculti-vated	Non-agricultural	Total of Land area
1. Unsuitable	6 655 2%	59 212 17%	279 027 79%	10 221 3%	355,115 34%
2. Marginal	5 684 5%	38 913 31%	80 383 64%	1 147 1%	126,127 12%
3. Suitable with qualifications	27 018 18%	68 789 47%	48 531 33%	3 335 2%	147,781 14%
4. Suitable (rain-fed crops)	71 877 22%	172 796 53%	72 956 22%	8 715 5%	326 344 32%
5. Suitable	5 791 7%	11 721 15%	62 665 77%	933 1%	81 116 8%

*Source: Land Resources Survey Report.

Table 9.50*

SOIL GROUPS BY DIVISION

Soil Group Division	Area in ha (percentage of Divisional total)							
	Western	Lower River	North Bank	MacC. Is. North	MacC. Is. South	Upper River (nth)	Upper River (sth)	
1.	31 981 18.3	79 797 51.9	81 811 37.0	52 485 35.5	39 389 27.7	34 679 38.7	36 197 33.8	
2.	25 348 14.5	18 225 11.9	14 790 6.7	30 638 20.8	16 312 11.5	13 409 15.0	7 239 6.8	
3.	39 117 22.4	21 693 14.1	30 731 13.9	8 681 5.9	23 661 16.6	11 253 12.5	12 278 11.5	
4.	55 573 31.8	28 626 18.6	80 926 36.6	30 272 20.5	22 013 15.5	12 231 14.8	26 331 24.6	
5.	22 767 13.0	5 459 3.5	12 529 5.8	25 529 17.3	40 761 28.7	17 057 19.0	25 037 23.3	

*Source Land Resources Survey

By interpretation of aerial photographs flown in January 1972 it has been possible to assess present land use in relation to the soil groups. The four categories of land use that were identified by the LRDP were:

1. Cultivated land including tree crops.
 2. Fallow
 3. Uncultivated land - that is areas which show no sign of field boundaries or disturbance to the vegetation.
 4. Non-agricultural use - roads, settlement, streams etc.
1. Unsuitable for agriculture.
2. Marginal
 3. Suitable with qualification
 4. Suitable rain-fed crops
 5. Suitable

9.52 The above has clear implications for:-

9.52.1 the distribution of supporting infrastructure, concentrated where either large yield increases are possible, or where significant areas of currently unused productive land can be opened up (Chapter 15);

9.52.2 the local distribution and training of extension staff, for example relating training to location;

9.52.3 the pattern of crop development (see below);

9.52.4 future field research on the use of currently marginal land.

Water

9.53 Rainfall, confined to a five-month season, will continue for at least the Plan period to be the vital factor in assured self-sufficiency in foodstuffs. The Gambia, placed in the Sudano-Sahelian zone, recently suffered seven years of drought. The success of the agricultural development programmes proposed and the achievement of specified crop production targets depend heavily on the rainfall level and pattern remaining near more normal levels during the Plan period. In the later years of the Plan, when more data is internationally available on the annual progression of the inter-tropical convergence zone which affects so much of Africa, it might be possible to make predictions on the quality of the coming season before the rains start. If available, broad recommendations will be broadcast for appropriate planting dates and cultivators for the country as a whole.

9.54 The development of available river and ground water resources has recently become a central feature of agricultural development. As mentioned above large areas adjacent to the river have considerable agricultural potential, and, particularly in Western Gambia, there is a reliable shallow aquifer which makes the dry season development of certain crops on upland soils (eg vegetables) a practical proposition. The further development of these resources will lessen the instability in the system of agriculture so dependent on rainfall. There are, however, real immediate constraints to the utilisation of over 125,000 hectares identified as suitable for irrigation from the river. During the dry season, fresh water flow in the river drops to negligible levels and as the whole of the river in The Gambia is tidal, there is a steady saline encroachment up the river. By each year the encroachment reaches 165 miles up the river before falling back during the floods of the wet season. To the extent the water is extracted from the upper reaches of the river during the dry season, the saline intrusion up the river is extended, destroying any river-bank crops it reaches. In the longer term this will be reversed, either by building a dam upstream from The Gambia which evens the down flow throughout the year, or by building a barrage upstream which cuts off dry-season saline intrusion from the upper reaches. Both those options are undergoing extensive study which will continue, and while a decision on these will be taken during the Plan period, neither can be completed before 1980. A decision on a barrage will be taken in 1976. Because of the present constraints on water availability, irrigation development during the present Plan is limited to a maximum of 3,000 hectares. This development, although limited, is considered as very important for the determination of institutions and methods of intensive high yielding agriculture to be implemented on a large scale when water becomes available through the regulation of the river. During the Plan period, the emphasis will be in establishing flood control schemes for selected swamp areas in MID and Southern URD for rain-fed rice which can, at a later date, be converted into irrigation schemes.

9.55 Information on groundwater resources is very limited, and technico-economic study of these resources and river water will continue

throughout 1975/76-1979/80. Broadly, there is a shallow aquifer (30m) draining northwards, which is tapped by traditional wells, and a much deeper stratum varying from 450 metres in Western Gambia to 100 metres in Eastern Gambia. In the Western Gambia there will be limited exploitation of the aquifer for crops with low water consumption. In the East, there will only be limited exploitation for watering cattle which are not within easy reach of the river.

Soil and Water Conservation

9.56 In certain areas of the country, particularly NBD and URD, serious soil erosion is occurring and must be checked. This will be done by communal efforts in contour bunding, regulation of cropping areas and possibly planting up depression sites. Where this is done it will ensure that a larger proportion of rainfall enters the soil, and that less of the thin soil cover is carried away. During 1975/76 short-term expertise will be obtained to draw up a training and action programme for those extension staff who will be advertising and supervising community action in this area.

Cereal Crops

9.57 The efforts made to increase yields and to improve the quality of the produce, and the cultural techniques have for some time been mainly concerned with groundnuts to the detriment of millet, sorghum and rice. The main objective of the Plan is to give as much attention and support to the production of food crops as traditionally has been given to export crops, particularly groundnuts. Production of the important cereal crops in The Gambia, ie sorghum, millet and rice (paddy), is estimated at just over 70,000 tons. In addition to this there is a small production of maize, and findo. In recent years of below average rainfall, production has been inadequate to feed the 500,000 population of the nation and over the three years 1971/72 to 1973/74 an average of 17,500 tons of milled rice has had to be imported. A central feature of Plan policy is rapid progress towards elimination of these imports and the achievement of self-sufficiency in cereals. To implement this policy, the proposed cereal development programme will involve not just rainfed and irrigated rice, but also sorghum, millet and maize.

9.58 Under the existing irrigated rice schemes (2,000 hectares), farmers cultivated only about one acre each on a single crop basis and, achieving average yields of 2,000 kilo per acre, treat it as another subsistence crop. Support services are as yet not adequately developed. Co-operatives will be encouraged to handle various inputs such as fuel and fertilisers and a major effort will be made to train more pump mechanics at Sapu. There are a small number of commercial rice growers and these will be encouraged to extend their production. During the Plan period, a limited new area in MID (800 hectares) will also be developed as a small-holder commercial "package" scheme, with each participant having up to 2½ hectares under irrigation.

9.59 Rainfed rice will remain a very important crop, particularly in the west of the country. Production in tributary valleys will be raised through an increase in the application of fertiliser and in the alluvial flats the construction of access-causeways and water retention bunds will continue. In selected areas adjacent to the river flood control schemes will be introduced (see para 9.39 above).

9.60 The improvement of millet production will depend on a general improvement in crop husbandry, including oxenisation. It is a similar position for maize, except that following some field research it should be possible to introduce better seed on a wider scale. Sorghum shows much more promise for development on the upland areas of the west of the country. The dissemination of much improved seed in selected areas of North Bank Division and Western Division will be accompanied by a campaign

to improve methods of cultivation in these areas, including the use of fertiliser, and if necessary spraying against disease.

Cotton

9.61 In recent years it has been demonstrated that satisfactory yields of good quality cotton can be produced in Eastern Gambia if husbandry measures are adequate. Some 500 hectares is already established and a cotton ginnery is under construction at Basse. The production target is 5,000 hectares by 1980, all in Eastern Gambia, with a projected output of seed cotton of 3,500m tons. The disease problem will be overcome by phasing out official spraying gangs in 1975/76 and 1976/77. There are also serious labour constraints, both at the time of planting and at harvesting. The latter is more flexible in that light family labour can be utilised, but extension staff will discourage any clearly over-ambitious farmers. The labour bottlenecks will be eased by the introduction of oxenisation and, if possible, a suitable planter. Credit, currently available for seed, fertiliser and insecticide, will be extended to cover oxen and equipment.

Fruit

9.62 While little data is available on local cashew nut yields, from environmental data it can be expected that in the long-term yields would be satisfactory. As there appears that a good market for cashew nuts exists, field data will be collected during 1975/76 and 1976/77 with a view to introducing this fruit as a commercial crop in 1977/78. A small number of lime plantations exist and as these can give good yields, a modest programme of encouraging small plantation and village production in the Western Division will be continued during the Plan period. Mangoes and coconut will also receive attention if resources can be made available.

Groundnuts

9.63 Already proven advanced methods of production will be adopted. These methods, ie the "package" for the farmer, will be introduced together by the village extension agents (see para 9.4 above) in the first years of the Plan in MID, LRD and NBD. Nationally, all extension staff will continue to encourage the adoption of improved techniques. Production targets are projected as follows:-

1975/76	137,000	metric tons
1976/77	140,000	" "
1977/78	150,000	" "
1978/79	165,000	" "
1979/80	180,000	" "

Currently most of the groundnut leaf is not retrieved. A programme of credit to co-operative societies for the purchase of threshing machines will commence in 1976. Apart from allowing the retention of the highly nutritious leaf for cattle food, threshing near the farm will reduce the incidence of beetle damage.

9.64 The production of HPS (edible) groundnuts has been slowly developing in recent years to an estimated export of 3,082 tons in 1974/75. Existing yields do not compare favourably to the oil-seed and, therefore, make its production not particularly attractive to the farmer. However, there is a good export market for it, a high proportion of employment generation in its grading, and as it is harvested earlier than oil-seeds, its cultivation also utilises relatively underemployed agricultural labour. A much higher financial yield to the farmer will be produced from the introduction of village machine threshing and grading. This will be phased out with the assistance of The Gambia Produce Marketing Board during the first three years of the Plan period.

9.65 Quality Control will be an important adjunct to the marketing of crops, as thereby the value of production may be increased especially in exports.

Root Crops

9.66 In addition to being used as a "reserve food" crop, an attempt has been made to develop cassava as a cash crop, the tubers being sold for the production of starch. While it does not command priority attention, research on its cultivation as a subsistence crop will continue. Attention will also be given to the production of sweet potatoes.

Vegetables

9.67 During 1972/73 and 1973/74, there has been a very high response to an extension campaign on vegetable growing, in particular onions. The marketing problems of collection, storage and export have, however, proven difficult and are currently receiving attention. During the Plan period, imports of certain vegetables for the home market, including the tourist industry, will be substantially replaced and certain limited export markets developed. This will be done both through smallholder co-operatives which will provide a credit supplies package to the smallholder, and through a limited number of commercial farmers who will receive technical advice, but obtain their credit from special funds of the Commercial and Development Bank. Development will concentrate on onions, beans (niebe), tomatoes, African spinach, brinjal, potatoes and okra. A proportion of the tomatoes will be processed into juice and puree.

Sugar Cane

9.68 The economic prospects for this crop may become important from the point of view of production, improvement of the balance of trade and industrialisation. On environmental evidence, the sugar cane appears to be a technically feasible crop if grown under irrigation on alluvial soils near the river. However, no reliable field trial data is available. Because of the size of the investment needed and the immediate limitations of large scale withdrawals of river water for irrigation, activity during most of the Plan period will be limited to agronomic trials. These will evaluate not only the possibilities regarding cane for sugar production, but also the more immediate possibilities of cane production as a fodder crop.

Livestock Development

9.69 Livestock, particularly cattle, is a major national asset which to date has not been exploited adequately for the good of the nation or the stockowners. Development in this sector will be severely constrained during the Plan period due to a critical shortage of trained staff. Thus, the programmes using available staff must be very selective. Efforts will be concentrated on increasing the volume and value of the off-take from the cattle herd (270,000 head) from the existing 20,000 per annum to 26,000 by 1979/80, and to 35,000 by 1984/85 (of which up to 10,000 exported). Programmes for cattle, sheep and poultry will be subsidiary to this. Cattle development programmes will be concerned with fodder, breeding, selective extension advice, research, and marketing (dealt with paras 9.70, 9.71, 9.74).

Cattle Fodder

9.70 Between the months of March and June, fodder resources are inadequate. Consequently the growth performance and saleable off-take from the cattle herd are adversely affected during this period. This fodder shortage can only be done away with through closer integration of crop

and animal husbandry, which in turn can only be achieved if the current unregulated pastoralism is phased out in favour of herding animals within the land area controlled by a village or group of villages. This will be a central feature of information services and extension advice on cattle. Such herding areas, however, must contain the full spread of landscape, from plateau (wet season grazing) through colluvial slopes (crop residues, natural grazing and any special planting) to the alluvial flats (dry season grazing) to maintain the fodder intake for every season. The integration of crop and animal husbandry should be of benefit to both the farmer (manure, sale of crop residues) and herd owner (stable supply of fodder). Increasingly, with oxenisation, farmers will themselves become cattle owners.

Cattle Breeding

9.71 The basic breed of The Gambia is the N'Dama. As it has the unique advantage of a tolerance of the disease trypanosomiasis, is capable of producing a good carcass under poor grazing conditions, and makes a useful draught animal, the proposed breed improvement programme will be directed to a phasing out of the crossbreeds that currently make up a substantial proportion of the herd, in favour of pure N'Dama. With limited resources, this will be done by a combination of general extension work and short-term artificial insemination projects. The extension programme will involve the introduction of age indicative ear tagging and a new network of mobile weighing units.

Poultry

9.72 Poultry are more commonly a source of meat than of eggs. Where there are no proper storage facilities for meat it is important, not only from the hygiene viewpoint but also from family diet consideration, that fresh meat should be readily available to the family in a form that can be conveniently consumed during the day of slaughter. Poultry meets these considerations very well.

With increased urbanisation and cash income, the growth rate of demand for eggs and poultry meat is expected to increase, and during the Plan period every effort will be made to meet such demands.

The policy objectives for poultry development are defined as:-

- i. improving the nutritional standard of the nation by providing an adequate supply of eggs and poultry meat;
- ii. meeting the poultry requirements of the tourist industry, thereby increasing net foreign exchange earnings;
- iii. diversifying the source of cash income of the rural population;
- iv. providing employment opportunities.

During the Plan period, rapid development is envisaged in the poultry industry through the:

1. supply of adequate feedstuff through the setting up of a feed mill;
2. provision of credit facilities for commercial producers;
3. provision of marketing and storage facilities;
4. efficient extension services.

Sheep and Goat

9.73 The present population of sheep and goats is estimated at approximately 300,000 and 300,500 respectively. Small stocks are raised on a laissez faire basis and there is no formal marketing system. While these animals could contribute significantly to the improvement of the diet of the population, they are nevertheless reared primarily for eating on ceremonial occasions. During the Plan period, small pilot selective breed improvement programmes for co-operative owned herds of sheep and goat will be launched.

Veterinary Extension

9.74 The structure of the extension service is noted in paragraph 9.17 above. The objectives of the service for animal husbandry, which will be almost wholly directed towards cattle, will be broadly:

- to encourage stock grazing in and near villages;
- broadening herd ownership within villages;
- encouraging breed improvement and better herd age and sex structure;
- increasing use of crop residues as fodder; and
- discouraging bush fires.

The established vaccination programmes will continue, together with a programme of parasite control. Broadening of herd ownership will be directly assisted by the oxenisation programme as part of the proposed groundnut and cotton package deals.

9.75 Research and support services for the veterinary extension staff will come from the two existing stations at Abuko and Yundum, plus the new station at Yorri Beri Kunda (paragraphs 9.24 and 9.25). The two latter stations each require 500 acres of stock land.

Apiculture

9.76 A pilot project has illustrated that it is technically quite possible to get high yields of honey from a simple apiary with a relatively low manpower input. During the Plan period small schemes will be started throughout The Gambia. One experienced specialist will be required, supported by three extension agents, all of whom will require some training.

CHAPTER 10 - FORESTRY, FISHERIES AND MINERAL RESOURCES

Forestry Objectives

10.1 It has become increasingly recognised that the development and exploitation of the nation's woodland resources will require closer attention if a serious shortage in village wood supplies is to be avoided in future years, and the worrying rate of soil erosion in certain parts of the country is to be contained. Objectives for this sector are defined as:-

10.1.1 to minimise soil desiccation and movement caused by water or wind erosion;

10.1.2 to maintain the stability of river banks;

10.1.3 to maximise self-sufficiency in supplies of timber and fuel for the rural population and for industrial purposes;

10.1.4 subject to the above, maximise Central Government revenues from forestry exploitation;

10.1.5 to protect the natural fauna and flora of the forest environment (see Chapter 8).

Forestry Strategy

10.2 In order to achieve the above stated objectives, action is required to introduce new legislation, to expand the forest services, to extend the existing research effort to fill in certain serious gaps in essential knowledge, to encourage both the planting and more careful exploitation in rural areas, to at least continue plantation establishment at the current rate, and to improve the productivity of the existing Timber Utilisation Unit.

Forestry Service

10.3 To undertake the tasks required of it as set out above, the existing Division is inadequate in size, training, and power. New legislation will be introduced in 1976 to supersede Section 6 of the existing Lands Act to give officers authority to control grazing in Forest Parks and the exploitation of mangrove areas, and to add to the list of protected species. The Division will be expanded during 1975/76 to 1977/78 into a full Department with a Director, a Forest Management and Research Officer, a Forest Superintendent, aided by 92 rangers and guards. To support this expansion a new headquarters will be built in 1976/77, costed at DO.2 million.

Forestry Research

10.4 Recent studies indicate that a substantial planting programme will be necessary during the last quarter of this century if the national needs for forest products are to be met from local services. With this in view, research during the Plan period will be limited to:

10.4.1 the standing volume, composition growth and re-growth rates of the various categories of woodland vegetation;

10.4.2 the local geographical variation in growth rates in the existing plantation tree, Gmelina;

10.4.3 the establishment of trial plots of various species on selected soil series throughout the country;

10.4.4 investigation of the possibilities of improving local species of oil palm;

10.4.5 a pilot "shelterbelt" plot in North Bank Division.

Forestry Extension

10.5 The objectives of expanding the forest extension service will be the encouragement of the conservation of existing wood resources together with their more efficient exploitation. This will involve:-

10.5.1 fire prevention;

10.5.2 increasing the presently limited number of species used for wood fuel;

10.5.3 encouragement of felling near the tree base.

10.6 In areas of serious shortage, there will be a scheme for the provision of seedlings for village woodlots, including oil palm, rhum palm and cashew. These may be in the form of small plantations, shelter belts, or the planting of the village periphery or road verges. Assessment of those villages in need will be done in consultation with Divisional Development Committee and the recipient village communities will have full responsibility for protecting their own woodlots.

Forestry Plantation Programme

10.7 As the result of past programmes, there now exist some 2,000 acres of Gmelina plantation varying in size from one to 17 years. On an assessment of future needs for treated forest products, there will be a programme of planting 300 acres per annum over the Plan period. This will be in the existing forest parks in Finto Manereg, Furujar and Salagi where rainfall and soils are most suitable. The cost will be DO.05 million per annum.

Timber Production

10.8 There is an immediate need to modify certain of the extraction equipment and installations of the small Utilisation Unit at Nyambia which produces fence posts and sawn timber from the existing Gmelina plantations. This will involve an investment of DO.2 million during 1975/76 and 1976/77. The recruitment of a specialist Manager will be undertaken in 1976/77. The Unit, which sells to both the Government Departments and general public will also be reorganised on a purely self-accounting basis.

Fisheries Objectives

10.9 Fishery is a resource which has yet to be fully exploited, both in the sea and the river. In a country where nutrition remains a problem for a significant proportion of the population, it is important that full exploitation is realised as soon as possible. Sectoral objectives are summarised as:-

10.9.1 To use local fish as a means of improving the nutritional standard of the population.

10.9.2 To effect a rational long-term utilisation of coastal and inland fisheries resources.

10.9.3 To the extent that it will be consistent with the above, increase employment and net foreign exchange earnings in the sector.

10.9.4 To achieve a 10% annual rate of growth in production.

Strategy for Fisheries

10.10 While the long term future of the fishing industry will depend on the development of a modern Gambian owned industry, in the medium term attention will be paid to expatriate fishing companies and indigenous traditional fishermen. The development strategies for this Plan are as follows:-

10.10.1 The improvement of fish marketing arrangements, in particular to encourage the regular sale of fish in rural areas.

10.10.2 The provision of improved marketing, storage, distribution, handling and processing facilities for the artisanal sector.

10.10.3 The expansion of extension effort and appropriate credit facilities to give wider usage of techniques developed to improve artisanal productivity.

10.10.4 Further basic research on the fishery resources of The Gambia.

10.10.5 Reviewing the existing industrial enterprises in the sector with a view to adjusting ownership and control so as to ensure that their operations are consistent with the sectoral objectives.

10.10.6 Protection of The Gambia's territorial waters to allow full exploitation by locally registered vessels.

10.10.7 Promotion of regional co-operation where this is consistent with sectoral objectives.

Targets

10.11 Total production of marine products is projected to increase from 34,000 (metric) tons in 1975/76 to 46,000 tons in 1979/80. Domestic demand is projected to increase from 20,000 tons to 30,000 tons, leaving 16,000 tons to be disposed of on export market by 1979/80. The supply projection of 10% growth per annum assumes that planned infrastructural investment will be on schedule, and that the credit supported extension effort will effectively improve the techniques used by a high proportion of local fishermen.

Basic Resources

10.12 The Gambia has a large river plus 1,500 square miles of territorial waters off the coast. The demersal species have a safe exploitation rate of 4,000 tons per annum and there are large migratory (pelagic) stocks (eg bonga, catfish, sardinella). The coastline, estuary and river are also a source of lobster, shrimps, oysters and cockles. Maximum exploitation rates for pelagic fish and crustacea have yet to be determined (see para 10.19).

Artisanal Fishing - Coastal

10.13 The vast bulk of fishing is conducted by canoe. About 850 canoes fish in Gambian waters, although only 40% of the full or part-time fishermen are Gambian citizens. Of these canoes some fish for the traditional bonga, and some 300 for black grouper, choff and snapper which are industrially treated for export. Lobster fishing is done on the Atlantic Coast, almost entirely by non-citizens, and virtually all the production is exported. The number of canoes fishing for catfish, rays and in particular shark, is increasing rapidly to meet a growing export demand.

Table 10.13 sets out available estimates of production and export of the coastal fish and crustacea for 1974/75 and the projected figures for the last year of the Plan (1979/80).

10.14 Of the 20,000 tons of marine products caught by canoes about 50% is exported to Sierra Leone, Ghana and Nigeria (mainly the smoked herring, cockles and shark fins). Other species of fish could also be smoked or dried for export but any such development will have to be accompanied by an improvement in the existing facilities for and techniques of drying and smoking.

Artisanal Fishing - Inland

10.15 Between May and October, almost 300 canoes fish for shrimps in the River Gambia, the catch being almost entirely sold for industrial processing and export. Apart from shrimps, the exploitation of the river fish has been very limited. During the Plan period, supporting extension, credit and marketing facilities (see below) will receive relatively greater attention than hitherto in order to expand inland fishing as a means of providing further rural employment and increasing the volume of fish protein easily available to rural communities. Later in the Plan period two fish breeding projects will be piloted some 150 miles up the river. Currently, wild uncultivated oysters and cockles are collected largely by part-timers, in the lower saline reaches of the river. They are smoked or dried and the bulk exported.

Industrial Fisheries

10.16 The development of modern trawling of coastal waters is constrained by the lack of data on pelagic species and, more important by the limited area of territorial seas.

10.17 Two largely foreign owned export-oriented fish processing plants were established in The Gambia in 1971. One of these, employing 150 persons, processes fish caught by chartered foreign trawlers, as well as shrimps and certain types of white fish caught by some 200 local fishermen. Total turnover is expected to grow from D2.0 million in 1974/75 to D2.5 million in 1979/80. The other concern, employing 100 persons, is currently only a cold-storage base for fish landed by Ghanaian vessels for export to Ghana.

10.18 While the industry has teething troubles, it will have an important role to play and a close review of current practices and future potential is required to ensure that further development is consistent with the objectives for the sector. With this in view, an in-depth study will be undertaken in 1975/76.

Fisheries Research

10.19 Detailed planning of this sector cannot be undertaken in the absence of biological and statistical data. Although a good deal has already been done, there remain certain important gaps in practical studies of pelagic resources. Basic oceanographical, hydrological and biological studies will be continued in order to accumulate a broad understanding of the resource and to be able to direct and control its long-term conservation as a source of continuing wealth. A Research Laboratory will be established in the Fisheries Division in 1976/77.

Table 10.13

ESTIMATED PRODUCTION AND EXPORT OF MARINE PRODUCTS
1974/75-1979/80

	Est. Production (Metrications)		Est. Value (Dalasis)		Est. Proportion Exported (Percentage)	
	Tons		'000		1974/75	1979/80
	1974/75	1979/80	1974/75	1979/80	1974/75	1979/80
Bonga and Herrings	20,000	30,000	1,120	1,680	50	60
Black Grouper						
Choff Snaper	2,000	4,800	896	1,792	80	50
Shark, Rays, Catfish	6,000	7,800	672	784	80	90
Other Fish	2,000	3,000	896	1,344	10	20
Lobster	65	85	728	952	90	80
Oyster	100	150	562	840	50	60
Cockles	150	200	8	23	80	80
Shrimps	400	450	2,016	2,016	90	80
	30,715	46,485	6,898	9,431	67	61

Fisheries Administration

10.20 The primary constraint is the shortage of trained, experienced and motivated extension staff in the Fisheries Division. During the Plan period, the extension staff will be strengthened and the Division will be expanded during 1975/76 to 1977/78 into a full Department. To support this, the necessary physical facilities, in particular laboratories, will be provided in 1976/77-1977/78 costed at DO.2 million.

Extension and Credit

10.21 A recent project for the training of a selected group of Gambian fishermen in new techniques and equipment maintenance has been successful. The priority is now to extend the coverage and to support this training with the provision of appropriate credit for vessels and equipment, both the motors and gear. The project also demonstrates the use of a small, purpose-built fishing boat. Credit will be made available to persons or groups who want to purchase similar or other appropriate vessels and are qualified to operate them efficiently. Total input into the Revolving Credit Fund established for this purpose will be DO.1 million per annum during the Plan period.

Fish Marketing

10.22 Parallel to the plans in support of increased production, attention will be paid to improve the existing methods of collection, distribution and marketing. At the moment, there are no proper landing, wholesale or cold storage facilities readily available to Gambian fishermen. This lack of facilities has discouraged the distribution of

fish within the country. In the Banjul area, annual fish consumption averages about 200 lbs per capita, whereas in the Provinces it falls to an average of 50 lbs.

10.23 Simple landing facilities will be built in Banjul and at certain points on the Atlantic Coast, with appropriate storage, cold-storage and feeder road facilities nearby. The exact nature, size and cost of the required facilities will be determined in 1975/76 and construction undertaken in 1976/77-1977/78. Consideration will also be given to the marketing requirements of river fisheries - in particular the potential of a mobile floating store. Credit will be made available through the RLF for the purchase of specialised vehicles for purposes of distribution to and within the Provinces. The export outlet available for dried and smoked fish will be kept under review to ensure that expanded production can be marketed, and new outlets for oysters and cockles will be explored. Sectoral public investment is summarised in Table 10.23.

Table 10.23

PUBLIC SECTOR INVESTMENT IN FISHERIES DEVELOPMENT 1975/76-1979/80
(DALASIS '000 - CURRENT PRICES)

	1975/76	1976/77	1977/78	1978/79	1979/80
Revolving Loan Fund	100	100	100	100	100
Landing and Storage facilities	-	200	250	100	50
Research Laboratory and Accommodation	-	100	100	-	-
Other studies etc	20	10	10	15	15
	120	410	460	215	165

MINERAL DEVELOPMENT - OBJECTIVES

10.24 It is now 20 years since the last mining operation in The Gambia (exploitation of ilmenite sands) ceased production. Due to the geological structure of the country, little further attention has been paid to this sector. The last brief geological survey was undertaken by a visiting geologist some 50 years ago, and to date a Geological Department has not been established. There does, however, exist a number of potential opportunities for development. In view of this, considerably more attention will be paid to this sector during the Plan period. Sectoral objectives are:

10.24.1 To identify and evaluate all the mineral resources of the nation.

10.24.2 To undertake or regulate the exploitation of economic minerals in harmony with the long run interests of national development.

10.24.3 To maximise the economic utilisation and processing of mineral resources within The Gambia.

10.24.4 To minimise the negative environmental effects of mining development.

Mineral Development Strategy

10.25 With the exception of the search for mineral oil and natural gas, Central Government will generally take the initiative in discovery, assessment and exploitation. Development will be dominated by the exploitation of black sands, but there are other possibilities in both the short and longer term. Sector strategy is:-

10.25.1 To support the private sector in their research for mineral oil and natural gas.

10.25.2 To establish a very small Mines and Geological Department.

10.25.3 To give priority to the proving, appraisal and exploitation of known deposits over the search for new ones.

10.25.4 To urgently exploit known black sand (rutile, zircon, ilminite) and kaolin deposits.

Survey and Evaluation

10.26 A very small department will be established principally to draw up and supervise surveying and evaluation programmes, as well as to regulate the on-going exploitation. The department would not normally itself undertake any significant surveying or evaluation but would import appropriate personnel to work under its supervision and evaluate private sector activity.

10.27 The existence of a kaolinitic deposit near Basse suitable for low grade ceramics and house bricks has been identified and technically assessed. No further survey work will be done on this during the Plan period. A large black sand deposit near Sanyang, containing an economically significant volume of rutile, zircon and ilmenite, has been already proven. The "indicated" and "possible" deposits urgently require further assessment. This will be done as a steady programme starting in 1976/77 and continuing through 1979/80. The possibility of using coastal silica sand deposits for glass production will be assessed during 1976/77.

10.28 There is no priority case for full geological mapping of The Gambia at the present time. As part of the national inventory of natural resources, there is a need for a survey to indicate those limited areas where detailed mapping might be justified. This will be undertaken with external assistance in 1975/76-1976/77.

Mineral Oil and Natural Gas

10.29 Initial seismic surveys are being undertaken by the private sector in certain areas of the country. It will be some time before, if at all, serious exploratory drilling gets underway.

Kaolinitic Clays

10.30 A large deposit of kaolinitic clays has been delineated near Basse. It will be exploited in a small way, firstly, by establishing a pilot ceramics plant (see Chapter 11), and, secondly, by combining the clay with laterite in pilot brick production (see Chapter 12). Only if and when these pilot plants indicate industrial manufacturing to be a commercial proposition will the exploitation of clay rise to significant levels. The deposit is near the surface and mining would be open.

Black Sand

10.31 The deposits near the southern Atlantic coast were mined for ilmenite for a short period some 20 years ago. Two other minerals, rutile

and zircon, which were then discarded, are now highly marketable, and a feasibility study indicates that exploitation of the sands to extract all three titaneous minerals is an economic proposition. The project, which will operate as a public sector activity under expert management, has two elements: the extraction of zircon and rutile from the mining waste of the previous operation, and a much longer operation extracting from the main proven deposit near Sanyang. The former involves a relatively high and quick return over five years for a small initial investment (0.75m). It should be on stream by 1976. The latter involves the construction of, two processing plants, one near the coast, plus some supporting administrative and transport infrastructure. The total investment, estimated at some D7.5 million, will be raised by forward selling of the production of both plants, and from the cash surpluses of the small rutile and zircon plant.

10.32 Special project management will construct and operate the plants. The size, technical nature and design of the larger operations will bear in mind the need to maximise long-term benefits, and the avoidance of visual or physical environmental pollution. Employment will be over 200, certainly during the Plan period, and hopefully for at least 20 years. To the extent that further survey work (para 10.26 above) proves positive, and world market prices permit, the size of the operations can later be expanded above the proposed initial 75,000 tons per annum.

10.33 With certain exceptions, processing of these minerals is currently a power and capital intensive activity which is presently unsuited to The Gambia. The possible exceptions include the production of such items of zircon flour and rutile welding rods and these will be evaluated.

Table 10.34

INVESTMENT IN FORESTRY, FISHERIES AND MINERAL RESOURCES

1975/76-1979/80

D'000 in Current Prices

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Forestry</u>					
Headquarters	-	200	100	-	-
Afforestation Programme	50	55	60	60	65
Timber Production	100	110	-	-	-
Total	150	365	160	60	65
<u>Fisheries</u>					
Total (see Table 10.23)	120	410	460	215	165
<u>Mineral Development (n e s)</u>					
Ilmenite/Zircon/Rutile*	50	650	6,000	1,550	-
GRAND TOTAL	320	1,425	6,620	1,825	230

*To be partially self-financed.

CHAPTER 11 - MANUFACTURING

Objectives

11.1 In 1974/75, manufacturing contributed only 2.5% of Gross Domestic Product and 4% of total employment (much of it seasonal). The objective for the sector is the creation of stable employment for Gambians in industries which effectively made a positive foreign exchange contribution to the economy, either by increasing the value of exports, or by reducing the volume of imports. This applies to the modern sector and to the largely indigenous informal sector. The informal sector, while not operating from modern factory buildings, does provide a very high proportion of industrial employment.

Strategy

11.2 Priority attention will be paid to, firstly, supporting the growth of the informal sector and, secondly, maximising local income derived from the exploitation of the natural resources of The Gambia. The overall strategy will aim at:

11.2.1 Establishing simple institutional and, in certain cases, infrastructural support for the informal sector.

11.2.2 Ensuring that those promising industrial projects in the pipeline come to fruition as quickly as possible.

11.2.3 Identifying, evaluating and ensuring the implementation of those projects which either exploit natural resources to the benefit of The Gambia, or can beneficially replace imports into The Gambia.

11.2.4 Promoting the establishment of labour intensive export industries.

11.2.5 Encouraging the location of new industry at growth centres away from Banjul.

11.2.6 Restructuring the educational system and reviewing the existing employment controls to ensure appropriate arrangements for the training of the required Gambian technical and managerial manpower.

11.2.7 Reviewing relevant administrative and fiscal controls to ensure that they achieve their objectives at minimum inconvenience to the genuine investor.

Current Industrial Structure

11.3 In December 1974, there were 41 industrial establishments employing a total of 3,100 salary and wage earners (see Table 11.3). Of these, however, only 15 employed more than 10 persons, and only two more than 100 persons. This data exclude tourism and handicrafts (Chapter 14), construction (Chapter 12) and mining (Chapter 10). Half of the establishments are either bakeries or soft-drink factories. The two relatively large establishments are the groundnut oil mill and a fish processing plant, (the former being highly seasonal). The industrial plants generally work well below capacity, have a low value-added, and lack sophisticated management. The industrial sector is underdeveloped in absolute as well as relative terms, principally because of the lack of entrepreneurial and management skills.

Public Sector Role

11.4 In a mixed economy such as that of The Gambia, the Government machine can only be expected to assume the role of entrepreneur in certain limited areas. Elsewhere, however, it can provide support services for those local entrepreneurs who are attempting to develop, arrange for the temporary import of skills where this is necessary, and where neither of these avenues are immediately possible, partially or wholly assume the development function itself.

11.5 Support services, primarily for the informal indigenous sector, will involve the development of a Business Advisory Service, the introduction of Regional Technical Centres, and an expansion of the activities of the Development Department of the C & DB (see Chapter 7). The Advisory Service will be for commercial as well as manufacturing establishments. It is discussed in more detail in Chapter 13. It is intended primarily to assist businesses already established, rather than individuals seeking formal training in management techniques. It will advise manufacturers on such matters as the opportunities and application of appropriate technology, marketing and quality control. The Regional Technical Centres (see also Chapter 17) will be an attempt to combine functional literacy education, and simple technical and commercial training for the many rural youths who have had little or no formal education. For urban youth, a workshop cluster will be piloted in Serrekunda to assist tradesmen establish themselves. It is hoped to use this as a base for a small industrial extension service. The Development Department of the C & DB has made only two industrial loans to date, both for small metal fabrication workshops. To the extent that genuine opportunities arise and can reasonably be assessed, medium and long-term funds will be made available to the Bank for on-lending through its Development Fund.

11.5 The Ministry of Economic Planning and Industrial Development will itself play a much more active role in development of modern sector. More immediately, it will supervise the production and distribution of an Investor's Guide and ensure the successful implementation of projects already in the pipeline (see below). Parallel to this, but as part of a continuing exercise, it will undertake a systematic search for new opportunities. The most likely source of these are agricultural raw materials and waste products, minerals, and agricultural inputs. These will then be screened and ranked for further investigation into markets and technologies, producing a short pre-feasibility study for each of the top-ranking projects thus selected (probably not more than four per annum). Finally, a feasibility study will be undertaken for each, normally with the assistance of specialist expertise. Each study will consider the possibilities of location out of Banjul, preferably in Basse or Farafenni. Where the study is favourable, the opportunity to invest will be offered either to a local entrepreneur or to a foreign investor (in this order of priority), or it will be taken up by the public sector. In many cases, a package of these alternatives will be most appropriate. Where public sector participation is anticipated, the National Investment Board (see Chapter 23) will be brought in to advise. Certain developments, which on a preliminary assessment appear appropriate for the above treatment, are mentioned in their relevant sub-sector below.

11.6 As the 1973 Development Act already offers most of the incentives that could be given, a free zone project will not be considered for the Plan period.

The existing industrial estate at Kanifing will be expanded to cope with the demand foreseen up to 1979/80. Through general promotion it is hoped to attract a number of labour intensive export industries which import their raw materials to take advantage of the comparatively favourable investment conditions of The Gambia.

11.7 Although the investor's first concern is usually the general political and economic stability of a country, fiscal incentives and 'red-tape' are also serious considerations. The main statutes of direct concern to an investor are the Income Tax Act, the Development Act, and regulations relating to foreign exchange, the acquisition of land, employment and construction. These will be summarised for information in the proposed Investor's Guide. No significant changes are proposed in these acts and regulations during the Plan period. Tax incentives under the Development Act are generous and foreign exchange regulations very liberal. Services to industrial sites will be made available to large investors at modest cost, and building regulations are not over vigorous. The control of expatriate employment will be marginally reformed with the introduction of a fixed selective employment tax. More emphasis will be placed on tying the work permit issue to the provision of on-the-job training. Tariff protection to new local industries will be given only in a limited number of cases, and for a limited period.

Agro-Industries

11.8 Groundnuts are at present the only agricultural raw material produced in quantities large enough to justify large scale industrial processing. Up to 63% of the crop (137,000 tons in 1974/75) is processed at two oil mills into crude oil, and 1,000 tons of this refined for local consumption. This milling complex, recently brought into the public sector, will be the subject of a number of technical and management studies over the next two years with a view to modernisation. A market study of groundnut products will also be made.

Table 11.3

MANUFACTURING EMPLOYMENT IN DECEMBER 1974

	Establishments*		Employment	
	Private Sector	Public* Sector	Private Sector	Public Sector
Food Manufacturing	5	10	125	2,040
Beverage Manufacturing	12	-	135	-
All Other Manufacturing	11	3	210	600
TOTAL	28	13	460	2,640

*Establishment having at least 5 employees

Source Directory of Establishments March '74.

Includes: Gambia Fisheries

GPMB

PWD Carpentry Workshop

Printing Department

Timber Utilisation Unit

11.9 Lime juice is already produced on a small scale and will continue to be produced under the public ownership. A general fruit and vegetable storage and processing centre (see Chapter 9) will be established in 1977/78. It will include the lime facilities together with a plant for tomato and mango juice production. The latter is currently under investigation. Industrial fisheries, outlined in Chapter 10, will be the subject of a broad investigation in 1975/76 with the expectation that further processing can be undertaken. The existing abattoir in Banjul will be improved during 1975/76 and in 1976/77 a feasibility study will be undertaken on a possible new export abattoir.

11.10 Many of the raw materials for both the cattle and poultry feed are locally available and the possibilities of local production will be the subject of further study with a view to implementation during the Plan period. Simple farm machinery, currently all imported, has a significant local and regional market. Potential investors will be approached with a view to a joint public-private investment in local manufacture.

Mineral Processing

11.11 During 1976 a pilot ceramics plant, using kaolin deposits near Basse, will be established to test the commercial and technical practicability of producing items for tourist sale and household use. This will be based on an existing evaluation study. Mining of titanium sands for zircon, rutile and ilmenite will be implemented during the first two years of the Plan. This investment is based on the export of the raw material but the potential for using these materials for the local production of rutile rods and zircon flour will be evaluated in 1975/76.

Building Materials

11.12 A quarter of a century ago, fired laterite bricks were made by Government for its own use. Since then both the public and private sector moved over to concrete blocks. However with the local wholesale price of D0.50 per block, import substitution again appears attractive. A feasibility study, followed by a small pilot plant operation, will be undertaken in 1975/76 and 1976/77. If successful it is expected that the private sector will invest in small production units to supply the domestic market. A small tile factory exists and will continue, with marginal expansion. Two steel fabrication workshops are producing steel doors and windows. The market for these products should continue to expand during the Plan period.

Metal Working and Engineering

11.13 Light metal work, long an activity of local tradesmen, is currently establishing itself as a small industry manufacturing fittings, furniture, and various other household goods. Its steady expansion rather than dramatic development is foreseen. Engineering is almost entirely limited to the maintenance of marine and road transport equipment and more recently agriculture machinery. The demand for these services is expanding rapidly and Government will increase the vocational training facilities to cope with the demand for fully skilled artisans. There will be some investment in improved facilities in both the public and private sectors. Traditional silversmithing, already a significant part of the handicraft industry, has an export potential which will be explored.

Chemical Industry

11.14 Currently this sector is limited to the simple processes in producing soap, toiletry articles and candles for domestic consumption. Three new activities will receive attention: paint manufacture, pharmaceuticals, and mineral oil refining. The first, carried out by local entrepreneurs who import the necessary raw materials, is likely to

be implemented rapidly. Pharmaceuticals, initially the manufacture of pills from imported raw materials, will be the subject of an early feasibility study. Feasibility studies on a small, export orientated mineral oil refinery have been undertaken but project implementation will depend on the outcome of negotiations with interested private investors and on inter-Governmental agreement on crude oil supply. Public financial participation would be only nominal although the project would, in the public interest, require to be closely controlled.

Wood Processing

11.15 Comparatively and absolutely, The Gambia has little domestic timber. In the interests of preserving the environment, the forest areas are, therefore, closely controlled. The existing 600 acres of standing plantation are, however, already a valuable source of fencing material, and in time The Gambia plans to become self-sufficient in construction timber. Development of the publicly owned Timber Utilisation Unit is outlined in Chapter 10. Furniture manufacture, while still on a modest scale, has a potential in replacing still substantial imports. One foreign owned and export orientated furniture plant will come on production in 1976, using groundnut shells for the manufacture of fibre-board. This type of development will receive every encouragement from Government. Wood-carving for the tourist industry has developed significant but seasonal employment which will continue to expand.

Food Industry

11.16 The food industry is currently dominated by simple soft-drink plants and bakeries. A large brewery will come on stream in 1976, substantially replacing imports of European beer. A feasibility study for an export malt plant will be completed in 1976 and is expected to be positive. It would initially use imported barley, which in time would be replaced by locally grown substitutes, such as cassava. The malt will be exported to the rapidly expanding African brewing industry.

Clothing and Footwear

11.17 One factory has been established for some years in the production of rubber footwear, but despite some protection faces heavy competition from high quality imports. Consequently, its plant is heavily under-utilised but production expansion must await quality improvement. The Gambia has one apparel factory which produced fashion clothing for the United States market. It has, however, limited accommodation and problems with raw material supply. During the next two years, new working accommodation will be built for this factory. Its employment and output will be expanded.

Printing

11.18 The only large modern printery is that owned and operated by the Government. It has recently seen expansion in facilities and equipment, but over 1976/77 and 1977/78 there will be further investment in switching a high proportion of output from letterpress to photo-offset - the latter being far more adaptable and efficient for small production runs of unofficial material. A consultancy will be mounted in 1976 to review the management structure, budgeting, and cost control of the printery with a view to making it a fully self-accounting department. The private sector industry is small but will grow in size and sophistication to meet the demands of an increasingly literate population.

Table 11.19

PROJECTED GROSS FIXED CAPITAL INVESTMENT IN MANUFACTURING,
1975/76-1979/80
(D'000 CURRENT PRICES)

	1975/76	1976/77	1977/78	1978/79	1979/80
Food Processing	150	400	350	50	75
Brewing and Soft Drinks	2,050	2,250	250	50	25
Wood Processing	275	350	150	50	100
Clothing Manufacture	150	25	50	25	25
Engineering & Building Materials	160	150	160	175	170
Other Industry N E S	250	750	445	525	645
Pilot Workshop Cluster, Serrekunda	-	50	75	25	-
Industrial Estate Development	40	40	10	15	20
TOTAL ABOVE	3,075	4,015	1,490	915	1,060
Of which:					
Private Sector	2,660	2,755	905	790	940
Public and Quasi Public Sector	415	1,260	585	125	120

Sectoral Investment

11.19 Projected Gross Fixed Capital Formation for the manufacturing sector is summarised in Table 11.19. It is unlikely that all the above proposed feasibility studies will be positive and this is subsumed in the projections. Investment in the mineral oil refinery, if it were undertaken, would be at least D75 million. This exceptional possibility is excluded from the projections. The total figure for the Plan period is taken as D10.4 million, a 60% increase in real terms over the period 1970/71-1974/75. By 1979/80, the contribution of manufacturing to GDP will have increased from 2.5% to 4.5. per annum.

Sectoral Employment

11.20 Projected growth in employment for the sector over the Plan period is 30%, from 3,100 (Dec 1974) to 4,100 in 1980. The major impact of education developments, particularly at the tertiary level, (see Chapter 17), will not be seen until the next Plan period. Investment per job created is estimated at a high D8,000, but this figure is heavily influenced by a few exceptional capital intensive investments, in particular the brewery.

CHAPTER 12 - BUILDING, CONSTRUCTION AND CIVIL ENGINEERING

12.1 Building activity in The Gambia is carried out by five main groups: individuals building on their own account, petty contractors, private contractors, small self-help groups, and the public sector (largely the Public Works Department). Civil engineering capacity is currently limited to the Public Works Department and one large foreign owned private contractor. Table 12.4 below illustrates the current level of turnover and employment in the industry, which recently received a substantial boost with the development of the tourist industry.

Construction Sector Objectives

12.2 The objectives for this sector during the Plan are:-

- 12.2.1 To ensure the expansion of a Gambian based construction industry to meet the nation's requirements;
- 12.2.2 to improve productivity in both the public and private sectors;
- 12.2.3 to move rapidly towards appropriate division of work between and within public, private and self-help sectors;
- 12.2.4 increase the use of locally manufactured building materials.

Construction Sector Strategy

12.3 This is summarised as follows:-

- 12.3.1 Expansion of PWD executive capacity in the Provinces, involving the continued decentralisation of middle grade staff and support facilities.
 - 12.3.2 phasing out PWD "new building" activity in urban areas in favour of private contractors;
 - 12.3.3 reorganising the public sector supporting services, in particular transport and stores;
 - 12.3.4 introduction of simple programming to public sector construction and engineering activity;
 - 12.3.5 reforming the costing and financial control systems in public works programmes;
 - 12.3.6 co-ordinating and supervising the training of management personnel and certain types of manpower for the industry;
 - 12.3.7 promoting improved building practices and taking initiative in low-cost techniques and designs;
 - 12.3.8 promoting the expansion of domestic manufacture of building materials.
- 12.4 For some years building and civil engineering has accounted for approximately 50% of fixed capital formation which amounted to some D10.8 million in 1973/74. Table 12.4 sets out briefly the current structure and size of the industry. It excludes self-help individuals and groups.
- 12.5 The public sector share of the total has fluctuated between 45% and 65% over the last five years, having broadly maintained its share of

the industry. Employment is partially seasonal, particularly in the private sector, with an employment fluctuation from the peak in June to the trough in December of about 35%. Table 12.5 below gives a breakdown of the industry labour force as at June 1974.

12.6 A manpower survey of the industry undertaken in 1973 illustrated that the constraints to expansion and productivity improvement were a shortage of experienced supervisory staff and certain types of skilled labour. This is accepted as the priority problem to be tackled during the next five years. (See Chapters 3 and 17.)

Central Government Building Programme

12.7 The Ministry of Works is responsible for the design, construction supervision and subsequent maintenance of nearly all Government Buildings. In certain cases, design and construction is undertaken by private contractor or communal self-help effort. In these cases, the Public Works Department of the Ministry of Works acts as an adviser to the client Ministry. Summaries of the Central Government Construction Programme for the period 1975/76-1979/80 is given by sector in Table 12.7.1 and by agency in 12.7.2. Table 12.7.3 lists the projects for which PWD will be responsible for construction. In recent years, PWD's executing capacity has been consistently overestimated, particularly in the rural areas, which is illustrated by the volume of carry-over into the Plan period. This carry-over was due to materials import problems (which are now improving), administrative supervisory inadequacy (which will be reduced) and pressure from certain client Ministries. However, it will be unrealistic to expect any increase in activity significantly greater than is illustrated in this Table. The tendency to start projects for which the Ministry does not have capacity to implement within a reasonable period of time is a feature which will be avoided in future years.

12.8 The Public Works Department civil engineering will involve primarily roads, bridges and river wharves, and here rehabilitation and maintenance will be much larger than new construction. Table 12.8 sets out Public Works requirements for new building and civil engineering plant and equipment over the Five Year Plan Period.

Organisation of Public Works

12.9 This will involve both systems reform and management input. A new costing system will be introduced in 1975/76 which, as a temporary measure, will attempt to adjust existing cost data to reflect total project costs. This is necessary for purposes of evaluation of options (between methods of construction, types of building, and executing agency) and budgeting. It will not create any significant new administrative burden. Parallel to this the system of cost control, currently inadequate, will be changed to give the management information essential for its purpose.

12.10 A small planning and co-ordination unit will be established in 1976 to introduce simple but detailed programming and job planning. Programming will also involve maintenance expenditure. In recent years, as the number of public buildings has sharply increased, the maintenance provision has become inadequate. As part of the policy to encourage indigenous construction firms a professional architect (or Quantity surveyor) will be appointed as Contracts Officer, to assist and supervise the execution of public works by petty contractors (see below).

12.11 The Stores Department of the Ministry has been constrained by a system of administration unsuited to the demands placed upon it by a rapidly increasing building programme. The major barrier to changing this, the system under which foreign assistance on building projects was claimed, has been removed. Also, by 1976/77 all regulations for sale to the private sector will be strictly controlled. A reformed system taking

Table 12.4

THE GAMBIAN CONSTRUCTION INDUSTRY 1973/74

	Est. Turnover (Dalasi M)	Est. Average Monthly Employment*
PWD	5.6	1,070
Private Contractors	4.2	830
Petty Contractors	1.0	300
Total above	10.8	2,200

*Employment figures reflect only those directly employed on site.

Table 12.5

CONSTRUCTION INDUSTRY LABOUR FORCE - JUNE 1973

Occupational Structure	Nos. Emp's	Percentage of Total
Established Staff	234	9.5
Daily Rated	1,854	75.4
Casual	368	14.9
	2,456	100%
Occupational Structure	Nos. Employed	Percentage of total
Professional & Technical Workers	21	0.8
Clerical Staff	24	0.9
Foremen	117	4.7
*Skilled & Semi-Skilled Workers	1,062	43.2
Unskilled	1,232	50.1
	2,456	100

*The vast majority are semi-skilled.

account of projected needs, projected material delivery delays, and maximum standardisation will be introduced during 1976 with the assistance of the Planning and Co-ordination Unit. A small number of rural material stores will be urgently developed.

12.12 The efficient maintenance and operational control of the Government stock of plant and vehicles is vital to both the construction programme and to any rural development effort. A first priority in the first year of the Plan will, therefore, be to boost the management of this department up to the point at which an efficient service is provided. This will require a small new input of management manpower. By 1976/77, all consumers will pay the full cost of vehicles and plant provided by PWD.

Local Authority and Self-Help Construction

12.13 Table 12.13 below illustrates the contribution of Area Councils to the industry. The capacity of even the larger local councils is severely limited, as is their technical ability which is usually limited to a semi-skilled works supervisor. Most of their new construction is put out to petty contractors with temporary labour force. Self-help schemes, often under the supervision of the Community Development Department, are small, labour intensive engineering and building projects with no paid labour and frequently using local temporary materials. During the first two years of the Plan a Police Field Construction Unit will be established to assist in the larger community projects, and to implement certain Central Government financed building and engineering projects in very remote areas of the country. It will require heavy initial expenditure on equipment plus professional technical assistance. A significant capacity will be realised by 1976/77.

12.14 Problems of individual project selection for Local Authority Community Projects are discussed in Chapter 22. Generally, they will continue to restrict themselves to the small type of projects for which they, or a petty contractor, has adequate technical ability, and for maintenance of which they will be responsible. Central training courses for Works Supervisors will be introduced. In future, if PWD accepts responsibility for maintenance of a structure to be built by a Council or group, then it will be given prior warning and the right to insist on certain methods and standards of construction. Such a situation will, however, be exceptional and discouraged. Councils and communities will be encouraged to make adequate provision within their own budgets for minimum maintenance.

Private Contractors

12.15 These are basically of two types, those firms which have the organisation and capital to take on a full international-type tender, and those individuals and groups referred to as petty contractors whose basic capability is limited to the organisation of a labour gang. The former consists of a very small number of firms, some expatriate owned and supervised, whose existence in The Gambia is maintained only so long as suitable contracts are available, and some who may or may not be under Gambian ownership and supervision but who aim to become a permanent part of the local industry. They have relatively high management and technical abilities and have a high degree of continuous activity. The petty contractors, all African, are part-time members of the industry who rarely have working capital or significant skill levels. Some specialise in certain types of work (eg well digging) but few are fully employed for significant periods. A small number are attempting to develop into private contractors.

12.16 Direct encouragement and support to this private industry, particularly any enterprising indigenous firm or expatriate firms which undertake extensive training of Gambians, will be an element of Government policy during the Plan period. Another component part of this policy

will be making the PWD's direct labour force a "builder-of-last-resort" in urban areas (excepting minor alterations) and, where adequate supervision can be given, encouraging petty contractors to take up the construction of standard buildings in the provinces. This will call for drawing up a standard labour-only contract for petty contractors carrying out publicly financed works, to be implemented when the Contract Officer is appointed (para 12.9 above) in 1975/76. (See Table 12.16.)

12.17 A number of Gambian contractors will make use of the recently commenced Indigenous Enterprises Advisory Scheme which should, over a period of time, raise the industry's management standards. Skilled manpower development (see below) will be of fundamental importance, as will the selective provision of finance through the banking system (Chapter 13).

12.18 A further element of Government's sectoral policy is to maximise productive employment in the sector as a whole. This will be done by encouraging the development and general usage of labour intensive engineering and building techniques which do not sacrifice the quality of the product. Employment in the sector, excluding individual and community building, is projected to increase from 2,200 in 1973/74 to 2,900 in 1979/80. Most of this increase can be attributed to additional employment of semi-skilled and unskilled labour. Where, for example, PWD urban direct labour activity is reduced in urban areas, this decline should be more than compensated for by the increase in contract work with the private sector. Critical to the private sector expansion, however, will be the training of a relatively small number of skilled artisans and site supervisors. Facilities for the training of supervisors exists at PWD. They will be made available to 10 private sector employees per annum on the basis of day-release from their employers. To train skilled artisans, the staff of the existing Vocational Training School will be selectively expanded and more equipment provided in 1975/76. The bulk of artisan trainees will be made of people already employed in the industry who will work on the basis of a day-release sandwich course. To supervise the volume, type and standard of this vocational training, a Technical Education Officer will be appointed in the Ministry of Education as soon as possible. The Training Board will also be reintroduced and the system of Trade Tests reviewed and enforced. Vocational training is set out in more detail in Chapter 1.

Materials, Designs and Techniques

12.19 The local building material industry is currently limited to a small floor tile factory and one producing, among other things, pre-fabricated steel windows and doors. Virtually all urban building is done with blocks made from imported cement. Fortunately, The Gambia has the raw material kaolin which, together with laterite, will make very strong building bricks. A pilot plant capable of producing 100,000 bricks per annum will be established and operated by Government during the two years of the Plan. Thereafter, it will be transferred to the private sector. A pilot ceramics plant will also be established in Basse in 1976/77. It will produce among other things, ceramic tiles (see Chapter 11). The establishment of other small indigenous enterprises relevant to the building industry, such as paint manufacture and plant hire, will be specifically encouraged under the Development Act, 1973, and by the Indigenous Enterprises Advisory Scheme.

12.20 Very little initiative has so far been taken in developing simple low cost designs and building techniques. The development of modular designs which minimise inputs of expensive or non-standard materials and scarce skills, yet retain high quality standards of the final product, have shown considerable productivity dividends elsewhere. This development is critical for the construction of middle and low-income private housing (Chapter 19) and for rural public sector housing programmes. During 1975/76 one or more pilot low-cost houses will be built for private sale. On the basis of results of this exercise, the design and methods of construction of standard public sector buildings will be critically reviewed.

Table 12.7.1

SUMMARY OF CENTRAL GOVERNMENT CONSTRUCTION PROGRAMME

1974/76-1979/80

/Million Dalasis - Current Prices/

	1975/76	1976/77	1977/78	1978/79	1979/80
Environment	0.1	0.65	2.1	3.0	0.5
Agriculture	0.5	1.1	1.55	1.05	0.65
Fisheries and Forestry	-	0.4	0.45	0.2	0.05
Manuf. and Construction	0.1	0.1	0.2	0.1	-
Commerce and Tourism	0.05	0.15	0.3	0.65	0.15
Transport	0.4	3.15	4.0	3.3	0.25
Public Utilities	0.2	2.2	2.6	2.1	2.1
Education	1.8	0.85	0.65	0.6	0.5
Health, Social Welfare and Housing	1.3	3.6	2.35	1.3	1.4
Admin. Infrastructure	0.9	1.45	1.2	1.1	0.7
TOTAL	5.35	13.65	15.2	13.3	7.3

Note: The figures above are rounded to the nearest D50,000
Equipment purchase is excluded.

Quasi-Government construction is excluded.

Table 12.7.2

PUBLIC SECTOR CONSTRUCTION PROGRAMME BY AGENCY

1975/76-1979/80

(D'000 in current prices)

	1975/76	1976/77	1977/78	1978/79	1979/80
PWD	3,695	5,372	5,245	4,092	3,037
Police Construction Unit	-	385	500	550	580
Private Contractors	3,713	12,554	16,880	7,947	3,143
Local Authorities	800	850	925	1,100	1,450
Community Development*	100	120	150	250	450
TOTAL	8,308	19,301	23,700	13,939	8,660
Percentage of Total Investment programme	47%	49%	55%	56%	44%

*This includes only those self-help projects which involve Central Government contributions.

Table 12.7.3

CONSTRUCTION PROGRAMME FOR PUBLIC WORKS DEPARTMENT 1975/76-1979/80

Dalasi '000 - Current Prices

	1975/76	1976/77	1977/78	1978/79	1979/80
PROJECTS-RURAL					
<u>Environment</u>					
Misc.Monuments & Public Parks	25	20	17	14	15
<u>Agriculture</u>					
Carry-over, various	400	100	-	-	-
Upgrading 4. No. MFC's	20	200	280	-	-
Upgrading Circle Stations	25	100	175	-	-
Cattle Station - YBK	-	100	600	500	100
Co-op Seccos (20)	-	50	150	200	50
Other	-	75	100	350	500
<u>Forestry</u>					
Departmental Station, Brikama	-	180	20	-	-
<u>Transport & Public Utilities</u>					
Basse-Fatoto Road	100	500	300	100	-
Sankandi-Tankular Road	-	-	200	600	-
Other Rural Roads	10	20	50	100	500
River Slipways	200	50	-	-	-
VHF Replacement-Various	30	120	-	-	-
<u>Education</u>					
Armitage School	100	15	-	-	-
Technical Institute (Sapu Section)	40	50	-	-	-
Regional Technical Centres	10	120	100	80	90
Regional Offices	46	55	60	63	68
<u>Health & Social Welfare</u>					
Bansang Hospital Extension	450	450	650	40	-
Auxiliary Training Schools	30	50	-	-	-
Health Centres, Dispensaries & Clinics	180	1,070	940	1,000	1,080
Youth Centre, Farafenni	-	75	80	-	-
<u>Administration</u>					
Rural Govt. Qtrs, Non-Institutional	200	150	160	100	120
Court Houses & Quarters	-	-	80	155	140
Rural Police Stations	70	30	-	-	-
Customs Post	-	25	70	-	-
Rural Post Offices	-	20	25	35	40
Buildings for Radio Gambia Transmitters	120	-	-	-	-
TOTAL RURAL	2,056	3,625	4,157	3,337	2,703

Table 12.7.3 (cont'd)

	1975/76	1976/77	1977/78	1978/79	1979/80
PROJECTS - URBAN					
<u>Environment</u>					
Cultural Centre	10	80	50	-	-
Cemetery	20	-	-	-	-
<u>Fisheries</u>					
Laboratory & Offices	-	100	100	-	-
<u>Transport & Public Utilities</u>					
Kotu (Tourist) Roads, Minor	39	87	62	-	-
Minor Urban Roads	80	85	90	110	125
Public Latrines	10	30	30	30	10
Banjul-Kaolack VHF-Blg.	50	-	-	-	-
Airport Access & Offices, Civil Aviation Authority	80	95	-	-	-
Public Transport Corp., HQ	200	50	-	-	-
<u>Education</u>					
Urban Secondary Schools, Various	173	185	260	310	129
Technical Institute, Banjul	60	100	50	-	-
<u>Health</u>					
RVH Improvements	40	60	60	70	-
<u>Administration</u>					
Inst of Public Admin, Yundum	5	145	-	-	-
Quadrangle Office Block	250	230	20	-	-
Kanifing Office Block	50	250	-	-	-
Office Alterations, Various	75	25	100	50	60
MEA Block Improvement	-	-	10	90	10
New Housing, Mile 7	50	175	25	-	-
Police Quarters, Bakau	250	10	-	-	-
Urban Police Stations	112	-	100	-	-
Fire Station, Bakau	-	-	150	85	-
Quarters A/F Fire Service	55	-	-	-	-
Post Office, Serrekunda	50	50	-	-	-
Postal HQ, Improvement	-	10	80	10	-
TOTAL URBAN	1,659	1,767	1,188	755	334
TOTAL ABOVE	3,705	5,372	5,195	3,992	2,337

- Note:- 1. The above project costings exclude equipment.
 2. In 1976/77 certain of the above projects could be put out to 'labour-only' contract, supervised by PWD.
 3. Cultural Centre inclusion above is subject to the project being an alteration of an existing building rather than a new building.

Table 12.8

GROSS INVESTMENT IN FIXED AND MOVABLE ASSETS FOR
PUBLIC WORKS DEPARTMENT, 1975/76-1979/80

/Dalasi '000 - Current Prices/

	1975/76	1976/77	1977/78	1978/79	1979/80
Buildings & Fixed Plant	75	80	85	90	100
Construction Plant & Vehicles	700	760	810	860	910
TOTAL	775	840	895	950	1,010

Note:- Investment on current PWD site will be limited due to transfer to Kanifing in circa. five years. Plant and Vehicle-allocations are gross, ie new and replacement.

Table 12.13

LOCAL AUTHORITY EXPENDITURE ON CONSTRUCTION 1973/74

/D'000/

Water Supplies	200
Causeways/Bridges	70
Roads	350
Buildings & Other	<u>153</u>
	773

Note:- A high proportion is maintenance expenditure.

Table 12.16

CENTRAL GOVERNMENT FINANCED CONSTRUCTION PROJECTS SUITABLE FOR
EXECUTION BY PRIVATE CONTRACTORS - 1975/76-1979/80

Dalasi '000 - Current Prices

	1975/76	1976/77	1977/78	1978/79	1979/80
A. FULL CONTRACT					
<u>Environment</u>					
Multi-Purpose Stadium	50	500	2,000	3,000	-
<u>Agriculture & Fisheries</u>					
Horticultural Complex, Kanifing	-	144	223	-	-
Central Food Stores	50	350	-	-	-
Fisheries Landing & Storage Facilities	-	200	250	100	50
<u>Commerce & Tourism</u>					
Hotel Training School	-	10	197	308	26
Wholesale Market	-	-	120	200	-
<u>Transport & Public Utilities</u>					
Lamin Koto-Fatoto Road	100	1,300	1,500	1,700	400
Soma-Fatoto Road, Bitumenisation	-	10*	10*	10*	10*
Kerewan & Georgetown Bridges	-	-	5*	5*	5*
Rural Wharves	50	100	75	-	-
Banjul-Barra Ferry Dev.	500	3,000	500	-	-
Airport Terminal Facilities & Nav. Aids (Underway)	1,050	-	-	-	-
Airport Runway Development	10	2,000	7,000	-	-
Kotu (Tourism) Roads, Major	-	600	1,000	-	-
Banjul-Serreke. Main Road Dev.	-	200	350	400	50
Banjul & Kombos Sewerage & SWD	-	2,005	2,180	1,965	2,010
<u>Education</u>					
Gambia College (Underway)	1,200	50	-	-	-
National Library	100	75	-	-	-
<u>Health</u>					
Health Centres	500	1,750	510	-	-
<u>Housing</u>					
Pilot L/C House	35	-	-	-	-

Table 12.16 (Cont'd)

	1975/76	1976/77	1977/78	1978/79	1979/80
B. LABOUR-ONLY CONTRACT					
<u>Tourism & Commerce</u>					
Public Beach Facilities & Shopping Areas	48	-	-	134	142
Pilot Workshop Cluster, Serrekunda	-	50	75	25	-
<u>Education</u>					
Educational Broadcasting Centre	20	60	-	-	-
<u>Housing</u>					
Pilot Site + Service Development	50	150	-	-	-
<u>Administration</u>					
Accommodation for Volunteers	-	-	25	100	-
TOTAL ABOVE	3,763	12,554	16,020	7,947	2,693

CHAPTER 13 - COMMERCE

Policy

13.1 The development of this sector must be considered in its context - a very open economy with imports financed mainly by substantial cash crop exports, accounting for 45% of GDP. Foreign trade is dominated by the GPMB (exports) and a small number of large trading houses (imports). Domestic commerce is dominated by the large number of petty traders, many of whom are non-citizens. The vital function of the sector is to handle the flow of goods from producer to consumer. Policy will be, firstly, to improve the efficiency of this handling by the provision of supporting facilities and services as well as public participation and regulation where necessary; and, secondly, to increase citizen participation in the sector.

13.2 In certain trades, such as handicrafts or tailoring, individuals are involved in both the manufacturing and commerce. Consideration of their manufacturing function is not included in this Chapter. Banking, an important element of commerce, is considered in Chapter 7.

Strategy

13.3 The ability of Government to assist private commerce is limited by the dearth of information on the sector and by its own manpower and financial resource constraints. With this in mind the strategy for the Plan period provides that:-

- 13.3.1 A survey of trade strata in rural areas will be undertaken.
- 13.3.2 In the provision of communications infrastructure the needs of commerce will receive due regard.
- 13.3.3 Provision will be made for selected improvement in storage and market facilities, with particular attention to local products.
- 13.3.4 Market information, business advisory and management training services will be improved.
- 13.3.5 Access of citizens to suitable credit facilities will be made easier.
- 13.3.6 Fair competition, particularly in the rural area, will be encouraged.
- 13.3.7 Introduction of regulations will be restricted to a necessary minimum.

Foreign Trade

13.4 About 95% of recorded exports are composed of shelled groundnuts and groundnut oil and cake. Fish account for most of the balance. The groundnut and groundnut products are exported to Europe by the GPMB and marketed there by a subsidiary company based in London. With The Gambia an Associate Member of the EEC, there should be no official barrier to the continuation of this trade during the Plan period. A possible problem is foreseen only for oil cake where aflotoxin is causing certain marketing difficulties. The GPMB, supported by the EEC Commodity Stabilisation arrangement (STABEX), has adequate reserves to hold up domestic producer prices against all but the most seriously sustained collapse in world market prices (see Chapter 6).

13.5 The next five years will see some diversification of export earnings in minerals (zircon, rutile and ilmenite), fish and fish products,

and to a smaller degree in manufactures, confectionery groundnuts and cotton. The last two will be marketed by GPMB.

13.6 Of total imports, manufactured consumer goods account for approximately 40%; foodstuffs, beverages and tobacco 25% and investment goods 18%. Excluding Government requirements (10% of the total) and bulk imports of foodstuffs and fertiliser which is handled by GPMB, these imports are mostly controlled by importing houses, one of which is the publicly owned National Trading Corporation, (see below). Private Gambian citizens play a particularly limited role in this trade. Table 2.14.1 illustrates the balance of visible trade, 1965/66-1973/74.

13.7 The major trading partner remains the United Kingdom although its share of imports has fallen in the last decade from over 40% to under 25%. The trade pattern is one of steady diversification which will continue as new shipping links are developed and UK tied aid becomes a smaller proportion of total public sector investment. The Plan period will see a reduction in bulk food imports (see Chapter 9) and an increase in the share of investment goods, including cement and fertiliser. Table 13.7 illustrates the changing direction of trade over the last decade.

Domestic Trade

13.8 The broad pattern of domestic trade is well known. It is determined by operation of a small number of large firms supplemented by a large informal sector of petty traders, whose business is highly seasonal. Detailed and quantified information on how goods are transferred from the port or producer to the final consumer is lacking. During 1976, a survey of trade activity in rural areas will be undertaken by a four-man team and the results of this survey should assist considerably in eliminating this gap in knowledge. The survey will cover, inter alia, physical facilities, turnover and gross operating margins.

13.9 The longer term objective is to develop the sector in such a way as to provide the participants with a reasonable income from a low average margin on a high turnover of goods, thereby providing an efficient and reasonably priced service to both the producer and consumer. Factors which will determine the rate at which this is achieved include the provision of physical communications and marketing infrastructure, the emergence of specialised traders (eg food wholesalers), the stimulation of fair competition, and the business expertise of the required manpower. During the Plan period, all these matters will be tackled to varying degrees with an initial emphasis on rural commerce, marketing of domestic foodstuffs, and promotion of citizen participation.

Public Sector Involvement

13.10 One of the principal benefits of investment in road and river communication (see Chapter 15) will be the facilitation of commerce. The improvement of efficiency of movement of goods will reduce the handling margins which face both the producer and consumer. Price differentials within the country will fall as communications improve, which will decrease the relative financial attraction of living in Banjul. The large improvement in rural telecommunications proposed for the Plan period (see Chapter 16) will also directly assist the development of the commercial sector.

DIRECTION OF TRADE - 1966/67-1973-74
(Percentage Distribution)

Table 13.7

IMPORTS

Period	E.E.C.		Commonwealth Countries	Mainland China	Japan	Other Asia	AFRICA Senegal	Other West Africa	Other Africa	All Others	Total
	U.K.	Others									
1966/68	38.2	11.1	5.2	5.8	17	10.8	.3	1.9	1	8.7	100
1968/70	31.9	11	7.1	10.7	15.5	11.2	.7	1.6	2.6	7.7	100
1970/72	31	13.7	7.6	8.3	16.7	8.8	2.2	2	2.5	7.2	100
1972/74	26.4	18.1	8	11.7	7.5	9.7	4.6	3	1.3	9.7	100

The share of total imports from the largest two trading partners was 55.2% in 1966/68, and had fallen to 38.1% by 1972/74. Moreover, Mainland China had superseded Japan and the second largest trading partner for imports.

EXPORTS

Period	E.E.C.		Other Western Europe	Africa	All Others	Total
	U.K.	Other				
1966/68	64.4	15.1	17.4	.5	2.6	100
1968/70	42.7	33.2	18.5	1	4.6	100
1970/72	43.7	43	9.4	1.5	2.4	100
1972/74	32.5	48.2	15.3	2.0	2	100

The EEC countries continue to receive about 80% of all exports, however within this the share going to the UK alone has fallen from 64.4% to 32.5%. Also of significance, as with imports, is the increasing importance of trade with other African countries, in particular West African neighbouring countries.

13.11 The Government will affect commercial development more directly by assisting in the provision of necessary storage, and wholesale and retail facilities. The former will serve, primarily, storing the agricultural inputs and produce handled by the GPMB (central food stores and regional produce depots), the Co-operative movement (seccos) as well as the Central Government (eg fruit and vegetable and fishery storage centres). These are detailed in Chapters 9 and 10. Wholesaling and retailing facilities are more directly the concern of the private sector. While a detailed investment programme for these must await further study (para 13.8 above), it is foreseen that a wholesale centre will be constructed outside Banjul in 1978/79. The public market facilities in Farafenni and Basse will be expanded and improved in 1977/78. A national wholesale centre for imported and domestic goods is a prerequisite to an increase in the efficiency of, and the local participation in, the trade of the nation.

13.12 In a more sophisticated economy, commercial decision making leans heavily on market information services - published data and opinion on market prices, availability of goods, new openings, and approaching commodity surpluses or shortages. The provision of this information eventually becomes an industry in itself. The Gambia, for the Plan period, can only make a start on the more valuable fields of information, using such resources as can be made available. The Ministry of Agriculture will, in co-ordination with the Statistics Office and the Ministry of Information and Tourism, identify the priority needs during 1975/76 with the objective of publishing and broadcasting a simple fortnightly information sheet on agricultural inputs and produce by 1976/77.

13.15 The wholesale and retail trades are heavily dominated by non-Gambians and this situation will be reviewed during the Plan period. Effective increases in citizen participation in commerce will depend heavily on the extent to which Gambians are able to acquire and utilise new skills. In late 1975, a scheme to advise small local businessmen currently involved in the informal commercial and manufacturing sectors will commence on a pilot basis. It will be a non-official advisory service to small local entrepreneurs in commerce and manufacturing (see Chapter 11) to assist them to take full advantage of these facilities, technologies and techniques which are most appropriate to the survival and expansion of their particular business. It will not offer extensive formal training nor will it assist large modern businesses. It will be independent from the Government in all but general policy matters. Most of the Unit's work will be 'follow-up' in the field. It is hoped that over the period 1975/1977 it will advise and assist 30-40 small businesses throughout The Gambia and, using this experience, establish clear guidelines for a small permanent advisory service. This project will tie in closely with the proposed development of Regional Technical Centres (see Chapter 17), and working facilities for tradesmen (see Chapter 11), the provision of better access to credit facilities (see below and Chapter 7), and such specific activities as handicraft development.

13.14 Over and above this, there is a limited but real need to provide local management training facilities for the formal sector, particularly where Gambianisation is involved, (see Chapter 3). Overseas training is not always possible, or indeed desirable. Although the proposed Management Training Institute (see Chapter 21) is intended to meet primarily the needs of public service, it will, as a subsidiary function, offer management training on a day-release basis to a limited number of trainee managers. When the facilities become available in 1977 appointment of such trainees and their attendance at these courses will be a condition for approval of most technical expatriate work permits.

Credit Facilities

13.15 Any participant in commerce, particularly during a period of expansion, tends to lean heavily on the availability of credit, both from suppliers and from the banking system. Indeed, for the individual trader, commercial success or failure is usually determined by his ability to raise credit required to match his turnover. While the public sector cannot generally assume the role of entrepreneur, it can assist by ensuring that reasonable credit facilities are made available through the banking system to support those types of commercial development which are in the prime national interest. The Central Bank will influence the total volume and terms of such credit to be made available at any one time by the means available to it (see Chapter 7). It will, however, remain for the commercial banks to decide who shall receive credit and in what amount.

13.16 While the terms of commercial credit will be below ruling international rates, they will not be lower than projected rates of domestic inflation. Commercial banks, in particular the publicly owned Commercial and Development Bank, will be directly assisted in opening branches in rural centres, initially Farafenni and Basse, and encouraged to assist credible indigenous entrepreneurs in establishing or expanding their activities in rural areas. The financing of groundnut purchase is currently adequately catered for.

Competition and Regulation

13.17 In the longer-term, an improvement in communications will encourage more effective competition in rural areas. To achieve this effect sooner, the National Trading Corporation has been established as a parastatal organisation having the task to encourage more directly and immediately fair competition throughout the country (see Chapter 23). Originally operating in and near Banjul, its operations are now spreading to provincial centres, and it is expected that full national coverage will be achieved during the Plan period. While originally publicly funded, its operations are fully commercial and, therefore, capable of yielding a reasonable profit in direct competition with the private sector. Currently, it imports and wholesales only for its own retail outlets. During 1975/76 the possibility of its acting as a wholesale agent for Gambian petty traders will be investigated.

13.18 Regulation of commerce to protect the consumer is a prime responsibility and function of Government. This function is executed by statutes regulating such matters as company registration, business licensing, price control and trade marks. Local authority regulations deal with such matters as market and street trading. The only major development proposed during the Plan period will be the introduction of metrication in weights and measures for which a campaign is now under way. Application of the statutes and regulations will continue to be influenced by the need to minimise unnecessary or ineffective interference in commercial activity, the need to minimise complexity in administration, the need to support and encourage indigenous activity, and the need to avoid exploitation of the general public either by encouraging reasonable competition, or to the extent this is not possible, by imposing the direct price control.

CHAPTER 14 - TOURISM

Objectives

14.1 Tourism is an industry which is only just becoming established in The Gambia. Because of this and the essentially fluid nature of the industry it is important that Government's policies, objectives and measures in support of its growth are devised so as to ensure a sustained development of both the industry and employment consistent with national policies of social and environmental change. To this effect, the Plan's objectives for this sector anticipate:-

14.1.1 Increased local participation in the ownership and management of the facilities.

14.1.2 Development of Gambian operated supporting services and industries.

14.1.3 Strict regulation of spatial distribution of the industry, and of the major buildings involved.

14.1.4 Diversification in both the sources of tourist supply and in type of vacation.

14.1.5 Maximum "up-country" tourism.

14.1.6 Orderly expansion of both the infrastructure and superstructure.

14.2 Specific targets for the industry are:-

14.2.1 Increase in beach resort hotel beds from the current 1,600 to 2,800 by 1979/80.

14.2.2 Increase in the number of package visitors from the current 20,000 to 30,000 by 1979/80.

14.2.3 Two small hotels built in the provinces.

14.2.4 An increase in net foreign exchange earnings from D4.5 million in 1974/75 to D7.2 million in 1979/80 (at 1975 prices).

14.2.5 An increase in indirect employment in the industry from 2,100 to 3,500 by 1979/80.

Table 14.2.1 sets out the charter traffic forecast and Table 13.2.2 the proposed increase in facilities at Kotu in the Bafoloto Beach Development Area, on the Atlantic coast south of Banjul. By 1980, half the package resort beds will be in Kotu. Table 14.2.3 sets out projected net foreign exchange earnings from the industry as a whole.

Strategy

14.3 The Government's involvement in the industry will be primarily concerned with promotion of investment, regulation, and staff training. More particularly, this is defined as:-

14.3.1 Arranging for the provision of suitable credit facilities for local investors and selected overseas investors.

14.3.2 Increasing skill and managerial training facilities for hotel and tour operator staff.

14.3.3 Increasing facilities available for persons in supporting industries (eg handicrafts, horticulture).

14.3.4 Use of physical planning strategy prepared for Bafoloto, plus the introduction of new physical control measures.

14.3.5 Introduction of a new selective investment promotion programme.

14.3.6 Direct support to the provision of provincial hotels, camps, and facilities on the River.

14.3.7 Careful programming of minimum required supporting physical infrastructure.

14.3.8 Revision of certain taxes, service charges and levies.

Private Investment

14.4 In the past, Government has, with certain exceptions, avoided direct investment in the industry. This policy will remain, but long-term credit facilities will be made available to the banking system for on-lending to carefully selected local and overseas entrepreneurs to partially finance their ventures. The bulk of this credit will itself be obtained by the Government from overseas sources. The priority need for these funds is to allow diversification of tourist supply from Europe. Their utilisation will be closely tied in with a small investment promotion campaign to be undertaken in Europe in 1976-1978. Where possible, the hotel investor will have a reliable link with a large tour operator. The funds will also be used to support a limited number of local entrepreneurs investing in small hotels in the provinces. Visits by non-package individual tourists will increase in absolute terms but their share of the total, 5%, will remain constant. This kind of diversification will be important in helping to make the industry a national enterprise. Hotel investment is estimated at D12 million (1975 prices, or D18 million current prices) over the Plan period. The possibility of developing a casino as a means of boosting the industry is being examined.

Public Investment

14.5 Excepting the line of credit, this will largely take the form of the provision of supporting infrastructure in the Kotu resort area, in particular the extension of road, electric power, water supply, and telecommunications systems. Special sewerage, solid waste disposal, and beach cleaning services will be established for the benefit of the coastal hotels. Supporting public expenditure will also be undertaken for new provincial hotels. Hotel training facilities to accommodate 50 trainees will be built (see below) as will a food storage and marketing centre aimed primarily at increasing the proportion of locally produced food consumed by tourists and thereby reducing imports (see Chapter 9). This direct investment is summarised in Table 14.5. Relevant investment which is only indirectly or partly related to tourism covers such items as rehabilitation of sites of historic interest, wildlife conservation (Chapter 8), and communications (Chapter 15).

14.6 Responsibility within the Government for training, regulation, and promotion of The Gambia as a tourist destination will remain with the Ministry of Information and Tourism. Specialised overseas representation for promotion will be considered late in the Plan period. The Ministry of Planning will have responsibility for investment promotion and the Ministry for Local Government for planning and building controls. To co-ordinate sector development the existing Tourism Liaison Board, an inter-ministerial committee, has reorganised to increase its effectiveness. In late 1975, a project management unit, responsible to

the Board, will be established specifically to co-ordinate the proposed infrastructural and superstructural development in Kotu (Table 14.5).

Costs and Benefits of Tourism

14.7 Expansion of tourism may cause some social problems, although this is true of any modern development, agricultural or industrial. There is an influx of people with very different cultural, social and economic backgrounds whose impact cannot be ignored. A Tourism Information Programme for schoolchildren, mounted by the Ministry of Education, will commence in 1976 and a programme of socio-economic research will be expanded. Some 75% of the jobs created are limited to the seven-month season. A proportion of the tourist promotion effort will be directed towards different off-season markets for special interest visitors and the horticultural programme will attempt to create further alternative off-season agricultural employment. Environmental deterioration along The Gambia's limited coastline will be closely guarded against (see below).

14.8 The benefits will appear very largely as income and employment to citizens of The Gambia, either directly in the hotels or in supporting services, and in terms of revenue to Central Government. The proposed Public Plan expenditure is expected to generate foreign exchange earnings and employment to a level which will give The Gambia a 13% rate of return, while still allowing the necessary private interests an adequate return on their investments.

Environmental Considerations

14.9 Physical plans for coastal development have recently been completed. They provide the basis for stringent control of beach resort development, in particular of the Bafoloto area, through regulations concerning land-use, buildings, and environmental protection. A new Planning Act containing the necessary land-use controls will be drawn up, the existing building regulations revised, and new standards for architecture and landscaping put forward during 1975/76.

14.10 Most of the development during the Plan period will take place at Kotu, part of Bafuloto. The physical plan for this development defines two distinct but inter-related zones, the tourism area near the coast and the labour support inland area. Kotu will contain three resort sites, Kotu Beach, Kotu Point, and Kotu Strand (see Table 14.2.2) - and a labour support area, Kotu Town. The resort sites will be separated by nature reserves and the forest along the coastal highway (Badala Parkway) will be spared. The general layout of the three sites will be similar. In the centre of each resort area, where the access road from the Radala Parkway ends, there will be a focal point of activity to include a parking area, shops, and recreational and sports facilities.

14.11 A sewerage system involving stabilisation ponds will be built to serve the three resort areas, sited with a view to re-using the effluent for irrigation. Solid waste from the area will be collected and disposed of in prepared sanitary fill, and a system for regular beach cleaning initiated.

Staff Training

14.12 Until 1979, when a new school will be completed, temporary facilities will be used to give basic training to 50 students annually and to upgrade another 50 already employed in the industry. The basic course will extend from October to June with practical training in a rented beach hotel in July and August. The upgrading courses will be run full-time during July and August in the "training" facilities.

Some eight middle-management students will be sent abroad every year for training. This should allow considerable progress towards complete Gambianisation of the existing jobs in the industry by 1979/80. The new school, when complete, will consist of classrooms, a language laboratory and specialised workshops.

Citizen Participation

14.13 Apart from these citizens directly employed in foreign owned hotels there is growing participation of Gambians in supporting industries and services, both in the formal and informal sectors. However, there remain a number of areas where Government support will be required to make participation effective; in particular, in the supply of appropriate foodstuffs, in the provision of quality handicrafts, excursions, entertainment, and general transport services. The selective provision of credit finance has been mentioned, but support will also be given in certain cases in the form of the provision of physical infrastructure, and the provision of specialised training and advice.

14.14 About 85% of the foodstuffs consumed by tourists is now imported, more because of the absence of proper marketing channels and storage facilities than lack of local production. A food marketing and storage project with reception, grading, storage and freezing facilities will be established under expert management in 1976/77-1977/78 to tackle this bottleneck. In 1976/77, it is planned to encourage indigenous high level employment and to improve net foreign exchange earnings from the package industry by forming a locally based company, if possible with Government in partnership with existing operators, to operate local tours and allied services.

14.15 Assistance to the handicrafts industry will be in the form of physical facilities and expert advice and guidance. A small programme of clusters of permanent market stands for the sale of local handicrafts and fruits at the major resort sites will be continued during the Plan period. They will be rented to local merchants. Expert assistance will be made available to assist in design, production techniques, and marketing of local handicrafts.

14.16 A selected number of local entrepreneurs involved in construction and supporting services will be assisted under the pilot Indigenous Enterprises Advisory Scheme. It will be important to ensure that the standard and quality of services provided is adequate for the industry, and that they can survive, after a period of establishment, without direct or disguised official protection against competition.

Promotion and Regulation

14.17 The effort generally to promote The Gambia overseas as a tourist destination and to inform the tourists who come of the available facilities will continue as an important function of the Ministry of Tourism. Investment promotion regarding foreign investment in hotels is more specifically the responsibility of the Ministry of Economic Planning and Industrial Development. A programme, tailored to the strategy for the industry and involving the employment of specialists will be implemented from 1976/77 (DO.155m). The slight delay in starting this programme is determined by a related investment in airfield development due to be completed in 1977/78 (Chapter 15). This will be a prerequisite to implementation of part of the strategy as significant expansion and diversification must await the introduction of non-stop flights from Europe, which will be possible only on completion of this project.

14.18 Regulation of the industry, other than zoning and building control, will remain a responsibility of the Ministry of Information and Tourism, which will issue operating licences and have a small inspectorate.

Table 14.2.1

FORECAST OF CHARTER TRAFFIC TO 1980

Origin	Present Operation			1980		
	Weekly Flights	Weekly Available Seats	Beds Required	Weekly Flights	Weekly Available Seats	Beds Required
Scandinavia	4	675	1,350	5	855	1,710
UK	1	90	210	1	170	400
Germany	-	-	-	1	170	400
Netherlands	-	-	-	0.5	85	200
Switzerland	-	-	-	0.5	45	100
TOTAL	5	765	1,560	8	1,325	2,810
Total Available Suitable Accommodation				1,650		2,890

Table 14.2.2

PROJECTED INCREASE IN BEACH HOTEL CAPACITY TO 1980

Year	Kotu Strand Additional	Total	Kotu Point Additional	Total	Kotu Beach Additional	Total	Total Kotu	Total Beach	Total Gambia
1975	-	225	-	-	-	-	225	1,650	1,883
1976	340	565	-	-	-	-	565	1,990	2,223
1977	-	565	-	-	-	-	565	1,990	2,223
1978	-	565	250	250	-	-	815	2,240	2,473
1979	-	565	250	250	-	-	1,065	2,490	2,723
1980	-	565	-	500	400	400	1,465	2,890	3,123

Table 14.2.3

PROJECTED NEW FOREIGN EXCHANGE EARNINGS
(Million Dalasi)

	1975	1980
Expenditure in hotels	1.5	2.2
Excursions	.5	.7
Local transportation	.5	.7
Souvenirs	1.5	2.2
Entertainment	.5	.7
Others	.5	.7
Total	4.9	7.2

Table 14.5

PUBLIC SECTOR INVESTMENT PROGRAMME FOR TOURISM - 1975/76-1979/80
 (Dalasi '000 - Current Prices)

	1975/76	1976/77	1977/78	1978/79	1979/80
Kotu Roads	68	943	705	-	-
" Telecommunications	-	-	76	162	-
" Electricity	-	180	666	32	138
" Water	33	597	540	268	255
" Sewerage & Solid Waste	32	270	302	110	200
" Food Storage & Marketing	16	386	553	118	-
Total* Above	149	2,376	2,842	690	593
Public Beach Facilities & Shopping Areas	-	-	-	134	142
Hotel Training School	-	10	197	308	26
Kotu Project Admin. Promotion & Studies	96	144	380	333	191
Total	96	154	577	775	359
Grand Total	245	2,530	3,419	1,469	952

(*These items are included elsewhere in appropriate sector allocations.)

CHAPTER 15 - TRANSPORT

Objectives

15.1 During the last decade, some 40% of public sector capital expenditure has been directed into this sector, principally in trunk road, port and, more recently, airport facilities. A trunk road, stretching the length of the country, half of it paved, has considerably opened up the interior which previous to this had been almost entirely dependent on the river. The port facility at Banjul has been expanded to cope with the traffic needs, and new airport terminal facilities are almost complete.

15.2 During the Plan period, the broad objectives will be:

15.2.1 The elimination of serious transport bottlenecks, both domestic and international.

15.2.2 Selective investment to stimulate agricultural activity and trade.

15.2.3 Encouragement to the development of certain types of river traffic.

15.2.4 Increase in integration, and avoidance of duplication in modes of transport.

15.2.5 To improve the quality of rural life, involving in particular the development of Basse and Farrafenni as rural growth centres.

Urban transport infrastructure is dealt with in Chapter 5 and telecommunications in Chapter 16.

Strategy

15.3 The strategy comprises both the large individual projects and programmes of smaller investments. In particular, it aims at:

15.3.1 The completion of the national trunk road network.

15.3.2 Improvement in selected river crossing facilities.

15.3.3 Reconstruction and extension of the runway at Yundum International Airport.

15.3.4 Replacement of the river passenger vessel, MV Lady Wright.

15.3.5 Improvement of south-western and eastern road links with Senegal.

15.3.6 Switching a proportion of public sector goods traffic from road to river transport.

15.3.7 Introduction of more trunk road to river-bank links.

15.3.8 Improvement of selected wharf and slipway facilities on the river.

15.3.9 Introduction of a nationwide scheduled bus service.

15.3.10 Improvement of feeder road links from relatively important and potentially important agricultural areas to the main road and river network.

15.3.11 Increase of community involvement in the choice, provision and maintenance of supplementary infrastructure.

Implementation of these programmes will require the continuation of heavy investment in communications, plus an improvement in the rate of small project implementation.

Roads

15.4 The existing non-urban road stock is set out on Table 15.4. The most significant parts of it are a national highway along 90% of the south bank of the river and a highway running along 60% of the north bank. Two North-South routes traverse these highways, one near the coast running through Banjul, and one in the middle of the country running through Farafenni and Mansakonko. Four areas of the country remain isolated from any reliable all-weather road: the North-East from Lamin Koto to Passimut; the South-Eastern tip from Basse to Fatoto, Western Kiang; and an area on the north-bank, south-east of Barra. The first of these is by far the largest (circa 700 sq miles), traversed by a rough track impassable during the rains. During the Plan period, some 65 miles of this track will be upgraded to an all-weather standard, and one permanent bridge will be built on the route, at Sami (over Sandagu Bolong). The 26 miles of track, Basse to Fatoto, will be reconstructed and a 25 mile gravel road, Sankandi through Keneba to Tankular will open up Kiang West throughout the year. On the north bank certain sections of the 35 mile Bunaidu-Albadar-Kuntair road require upgrading.

15.5 Development of the Laminkoto-Basse road will cost D4 million to D6 million, depending on the extent of the upgrading. This evaluation will be a first priority in 1975/76. Part of the route has already been surveyed. The only bitumenised East-West link is the first 120 miles of the south bank trunk road. Extending this paving a further 125 miles to Basse would cost at least D8 million but will be implemented, together with the Essau Kerewan section of the north bank trunk road, if resources can be made available. Bitumenisation of the 10 mile Brikama-Selety road can only be beneficially undertaken on the basis of regional co-operation.

15.6 Secondary roads and feeder tracks are the responsibility of local authorities. Table 15.6 sets out those secondary routes for which upgrading is a priority. The Area Councils will receive both the technical and financial assistance in undertaking this upgrading during the Plan period. Feeder road programmes for improving the communication between productive and potentially productive agricultural areas, and the main river and road systems will be identified in consultation with Divisional Development Committees. The detailed soil maps, produced under the recent Land Resources Study, will be of considerable value in formulating such programmes. The proposed Police Construction Unit (see Chapters 12 and 21) will assist in bridging and causeway construction.

15.7 As well as being a very valuable inland waterway, the River Gambia and its tributaries are also at certain points an important barrier to road traffic. Where the crossing is wide and the traffic relatively small, ferries will continue, for the foreseeable future, to operate a service. These are discussed below. In certain limited cases, projected traffic flows make bridging justified. One case dominates, that of the Trans-Gambia River crossing at Farafenni, which is currently served by vehicular ferries. The Trans-Gambia road is a major route of regional significance, and already 100,000 vehicles a year cross the North-South ferry, some 70% non-Gambian. An economic assessment has been made and a bridge, estimated to cost over D60 million, designed. Implementation of the proposed bridge will commence in 1978 and will continue into the next Plan period.

15.8 One small bridge across a tributary at Sami will be built in connection with the north bank trunk road improvement. Two further bridges, one joining the island of Georgetown to the south bank, and one crossing a tributary of the River Gambia near Kerewan will be constructed if resources can be made available. The former is estimated to cost D0.3 million and the latter D3 million.

15.9 The number of vehicles in The Gambia has increased almost six-fold in the last decade to 9,300. The opening of the south bank trunk road in the late 1960's led to a considerable switch from river to road traffic for passengers, groundnuts and trade goods. In particular, there has been a marked increase in Gambian and foreign heavy goods vehicles, and more recently passenger buses. The volume of this type of traffic is beginning to have a direct effect on road maintenance costs. A proportion of Gambian goods traffic will be diverted to the river (see below) but road passenger traffic is projected to grow. Existing bus services are unscheduled and almost entirely confined to within 20 miles of Banjul. During 1975/76, a Public Transport Company will be formed. Apart from alleviating the Kombo-Banjul commuter problem, it will - as a priority - commence national scheduled services. Initially, these will be limited to routes along the south bank to Basse and on the north bank to Kerewan and Farafenni. This will provide a much needed service to the rural public, reduce the mileage of public sector vehicles transporting junior officers to and from their posts, and provide a useful link for postal services. The investment involved is D0.95 million.

15.10 The agencies responsible for construction and maintenance will vary. For stretches of a major road, such as Lamin Koto to Basse, and such structures as the Trans-Gambia bridge, external contractors or agencies will carry out the construction, while the Public Works Department (PWD) will take care of maintenance. The shorter sectors of a major road will be both constructed and maintained by PWD. The minor and feeder roads will be constructed and maintained by the local authorities, assisted by the Police Construction Unit. Annual maintenance costs per mile of a 22' wide gravel road are D1,250 at 1975 prices, and, of course, below this amount for narrower gravel roads and tracks, and bitumenised trunk roads.

Marine Transport

15.11 The Gambia is unique in Africa in that no part of its territory is more than 15 miles from a navigable inland waterway - almost 90% of the land area is within 10 miles. In spite of this, and apart from evacuation of the groundnut crop, there is now very little passenger or cargo movement on the river. Most of it has been diverted to the recently built road network. Even the recent increases in fuel prices, which militate in favour of the river, have not counterbalanced the subsidy indirectly given to road users in terms of the allocation of public funds to road investment and maintenance. Most passengers will continue to travel by trunk road, but a considerable national saving will be forthcoming if a proportion of the cargo traffic can be diverted back to the river. Heavy cargo movement by truck disproportionately affects road maintenance costs, and is generally more suited for river transit.

15.12 The publicly owned Gambia River Transport Ltd owns a fleet of modern steel barges which for the bulk of the year, when not involved in groundnut evacuation, are heavily underutilised. This company has started offering a scheduled cargo service between Banjul and Basse for private sector trade goods. Regretably, largely because of the methods of Government internal accounting, the public sector is not utilising this service for even long distance traffic in construction materials or bulk agricultural inputs. A further weakness in a balanced transport network is the lack of road connections between the two trunk roads and the river bank. This severely limits the possible road/river integration.

15.13 The strategy for the Plan period envisages, firstly, a progressive move over to river transport in the public sector. This will cause some organisational changes in the Ministry of Works. Bulk food movements will also be by river. Secondly, there will be some improvement in river access infrastructure, feeder roads (see above), wharves and slipways. Wharf improvement will be concentrated on those of the existing 23 wood structures which have relatively heavy traffic, or potentially heavy traffic, in particular Basse, Kuntaur, Kaur and Albreda. Thirdly, there will be certain specific public and private sector investments in shipping. The evacuation of beef cattle to Banjul by the Cattle Marketing Board will be transferred to the river in 1976/77 (see Chapter 9). The bulk movement of fuel will also be transferred from road bousers to adapted barges to be operated by GRT. The private sector will install the necessary related river bank facilities.

15.14 The existing passenger and cargo vessel, the MV Lady Wright, performs a valuable socio-economic function for river bank communities, and, with its saloon accommodation, contributes to the tourist industry. It has, however, reached the end of its useful life and will be replaced during the Plan period, the new vessel coming into service in 1977. At an estimated D4 million, it will be a substantial investment for The Gambia but will be of real significance for the rural community.

15.15 As is mentioned above, the river and its tributaries are also a barrier to land traffic. As it is economic to bridge only a limited number of crossings, the ferries, all of which are operated by the Ports Authority, will remain an important means of transport. There are currently two major vehicular crossings on the main river, one near Farafenni, and one between Banjul and Barra. By the 1980's, the former will be replaced by a fixed crossing; but in the interim, traffic demands (currently 100,000 vehicles per annum) make investment in a further vessel necessary. For the Banjul-Barra connection, both the terminal facilities and the vessels are seriously inadequate. There will be a major investment of D4 million in improving this link - important for regional as well as domestic traffic. For the other seven ferries, the major improvement required is the betterment in operational reliability. The Ports Authority will make certain minor investments in ferry ramp improvement and provision of ticket offices. These small ferries will continue to be subsidised. They will only be replaced by steel craft if resources can be made available.

15.16 For administrative and social purposes, the Police Force will acquire a small number of light open vessels in 1976/77.

15.17 The dominating responsibility of the Ports Authority and the source of most of its incomes, is the port facilities in Banjul. These have recently been improved and no further investment is required during the Plan period. A small programme of land reclamation around the port will continue. In line with Plan priorities, the Authority will direct a higher proportion of its attention to its rural services during the Plan period.

Air Transport

15.18 The Gambia has only one airfield, the international airport at Yundum, and no national airline. This situation will not change before 1980.

15.19 The facilities at Yundum, however, are inadequate for scheduled services and are a primary bottleneck to the further development of the tourist industry. Terminal facilities and navigation aids are in the process of being improved and, in 1977/78, the airstrip will be strengthened and extended to 9,000 feet. These developments, together with an improvement in airport fire facilities, will raise the airport to Category 9, capable of handling the volume and type of traffic envisaged for at least the next decade.

15.20 In 1975/76, Civil Aviation Authority will be created and take the responsibility for airport operation away from the Department of Public Works. Its responsibilities (see Chapter 23) will include operational control of the airport fire service, currently under the Police Force.

Regional Links

15.21 On achieving independence in 1965, The Gambia found that the transport links with its neighbours were seriously inadequate and were a hindrance to effective integrated regional economic development. Much of the planned road construction, and in particular the improvement in the two major river crossings, will have a very positive effect, but a number of gaps remain before the achievement of a reasonably integrated road network. The elimination of these trans-national bottlenecks will require regional co-operation in the detailed planning of investment programmes. In the longer term there are two relevant potential developments to be evaluated - the use of the River Gambia as a regional, as distinct from national navigable waterway, and the possible development of a regional West African airline. The former will be studied in depth in 1976/77. The latter will progress under the auspices of the recently created institutions of the Economic Community of West African States.

Table 15.4

EXISTING ROAD NETWORK

Bitumen/Shell	Length Miles	Bitumen/Sand	Length Miles	Gravel	Length Miles	Bitumen/Bassalt	Length Miles
Banjul-Brumen	83.0	Kombo Roads	11.5	Sukuta-Kartong	24.0	Trans-Gambia Highway	15.5
Brumen-Soma	29.3	Brikama Approach Road	1.0	Sukuta-Brufut	5.0		
Bara-Karang	12.4			Sukuta-Bijilo	2.0		
Old Cape Road	1.7	Mansakonko-Pakalinding	2.0	Brikama-Gunjur	11.5		
Bund Road	2.0	Through Town Roads	2.0	Mandinaba-Sality Kombo Roads	8.0		
Latrikunda Roads	0.8						
Badala Parkway (Coastal Highway)	1.22	Banjul Streets	19.0	Bintang Killing	3.8		
Kotu Bend Road	.61			Soma-Basse	125.0		
Serrekuanda-Sukuta	2.0			Basse-Sabi	6.0		
Brikama BY-Pass	1.2			Essau-Kerewan	34.0		
Through Town Roads	2.0			Kerewan-Farafenni	35.3		
Banjul Streets	3.0			Farafenni-Kaur	22.93		
				Kaur-G/Town G/Town-YBK	48.86		
				Sapu Branch Road	1.2		
TOTALS	139.23		34.8		330.29	15.5	519.82
						Grand total	

Table 15.6

ROAD AND BRIDGE INVESTMENT PROGRAMME 1975/76-1979/80

/D'000 - Estimated at Current Prices/

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Upgrading** Major Roads</u>					
Laminkoto-Passimus (84 miles)	100	1,300	1,500	1,700	400
Basse-Fatoto (26 miles)	100	500	300	100	-
Sankandi-Tankular (25 miles)***	-	-	200	600	-
(Part) Bunaidu-Kuntair (10 miles)	-	-	-	-	250
Soma-Basse, Bitumenisation (125 miles)	-	10*	10*	10*	10*
Essau-Kerewan " (35 miles)	-	5*	5*	5*	5*
Brikama-Selety " (10 miles)	-		5*	5*	5*
Kerewan & Georgetown Bridges	-	-	5*	5*	5*
<u>Upgrading Minor Roads</u>					
Niamina-Dankunku (15 miles)	20	130	-	-	-
Banni-Salikenye-Njabakunda (10 miles)	-	50	250	-	-
Balinghore-Farafenni (5 miles)	-	-	-	100	100
Basse-Gambisara (8 miles)	-	-	-	100	150
Feeder Road Programme (200 miles)	100	150	200	250	300
Passenger Transport Authority	900	50			
Total Above	1,220	2,195	2,475	2,875	1,225

* Token figures

** From track to all weather gravel road, unless otherwise specified.

*** A token figure is included for a further 10 miles in the W. Kiang area.

Table 15.13

MARINE INVESTMENT PROGRAMME, 1975/76-1979/80
(Dalasi '000)

	1975/76	1976/77	1977/78	1978/79	1979/80
Banjul Port-Minor Development	100	100	50	50	50
River Wharves and Slipways	50	150	100	-	-
Passenger Vessel	100	2,000	1,900	-	-
Third Ferry for Trans-Gambia	300	300	-	-	-
Banjul-Barra Ferry Development	500	3,000	500	-	-
Minor Ferries - Improvements	50	50	75	75	-
Minor Ferries - Replacement	-	10*	10*	10*	10*
Police Launches	10	40	10	-	-
Total Above	1,110	5,650	2,645	135	60

*Token

- Note: 1. Apart from the Police Launches all the investment will be by GPA.
2. This Table does not include the Trans-Gambia Bridge.

Table 15.19

AIR TRANSPORT INVESTMENT PROGRAMME, 1975/76-1979/80

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Yundum Airport</u>					
Terminal Facilities & Navigational Aids*	1,050	-	-	-	-
Runway Reconstruction & Extension	10	2,000	7,000	-	-
Fire Service Development and facilities for Civil Aviation Authority	250	50	-	-	-
Total Above	1,310	2,050	7,000	-	-

*Carryover project.

CHAPTER 16 - PUBLIC UTILITIES

Objectives

16.1 This Chapter deals with four basic utilities, electricity, water, sewerage, and telecommunications, divided into urban (Banjul and environs) and rural. Postal services are dealt with in Chapter 21. The basic objectives during the Plan period for the urban areas are:-

16.1.1 The minimum necessary investment in infrastructure required to meet the demand for unsubsidised services by the industrial and commercial community.

16.1.2 The minimum necessary investment in infrastructure called for to meet the demand from the general public for unsubsidised electricity and telecommunications.

16.1.3 The development of water supply, storm drainage and sewerage services to the general public, subsidised up to a level broadly justified by public health criteria.

16.1.4 The selective use of public utility investment to encourage only that industrial and commercial development which cannot be established in the Provinces, and that level and type of urban development which will not tend directly to encourage a higher rate of rural-urban drift.

16.1.5 To improve the efficiency of the production and administration of utilities.

16.2 For rural areas, the basic objectives are:-

16.2.1 To use the development of subsidised water supply, electrical and telecommunication services as a means of counteracting the population drift to urban areas, and encouraging the dispersal of industry and commerce throughout the Provinces.

16.2.2 To affect rural health standards by an improvement in the volume, convenience, reliability, and hygiene of simple water and sewerage systems.

The broad policy might be summarised as the use of utilities as an important stimulus to rural development, with severe restraint on urban utility development, so as to minimise the magnetic effect of the conurbation of Banjul-Kombo St Mary. Where any urban development is liable to occur at the cost of any significant rural development, the former will be deferred.

Strategy

16.3 In rural areas, excepting telecommunications where a large nationwide new network will be introduced, utility development will depend heavily on administrative organisation and public support, rather than large capital investments. In urban areas the strategy involves two features: firstly, certain actions which can be taken quickly and, secondly, relatively large and expensive investment programmes necessary to meet the projected demand for services. More specifically, the strategy is devised so as to:

16.3.1 Further expand the urban electricity generating capacity, continue the programme of transmission reconstruction, and slightly expand distribution coverage.

16.3.2 Investigate the possibilities of more efficient forms of electricity generation.

16.3.3 Urgently increase the supply of urban water by opening a new field, and modify the distribution network to cope with this new supply source.

16.3.4 Implement certain short term measures to improve urban sewerage and storm water drainage and reduce water distribution losses.

16.3.5 Start a long-term programme for sewerage development for Banjul and Serrekunda.

16.3.6 Continue a small urban telecommunications investment programme at a level necessary to meet demand, in particular that one of the Government administration and commerce.

16.3.7 Develop services in certain particular locations to directly assist industrial development, including tourism.

16.3.8 Restructure the administration of telecommunications.

16.3.9 Introduce a new national telecommunications network.

16.3.10 Continue development of subsidised electrical and piped water services in selected rural centres.

16.3.11 Develop an integrated programme of village water supply and human waste disposal development.

16.3.12 Undertake periodic tariff reviews.

Urban Electricity

16.4 All public electricity supplies in The Gambia are operated by the Gambia Utilities Corporation (see Chapter 23). The Banjul/Kombo St Mary area is supplied by a diesel generating station in Banjul with an installed capacity of 10,180 KVA, supplying the transmission system at 11 KV. Some five miles of underground cable supply the Banjul area and 18 miles of overhead line supply an area terminating at Yundum Airport.

16.5 Generated energy reached 22.9 million KWH in 1974/75, with maximum demand of 4,360 KW. Demand forecasts and planned capacity for the Plan period are set out in Table 16.5. These projections assume a reduction in energy losses from a very high 30% to 22%, a load factor of 60% rising to 63% in 1978/79, and that firm capacity will be 90% of installed capacity less greatest unit capacity. A new 3.2 MW will be commissioned by mid-1977 to meet this forecast increase in demand. During the first two years of the Plan, the power plant will be converted to burn heavy rather than the more expensive light fuel oil. Supporting jetty and storage facilities for this oil will be constructed. The possibility of introducing steam power plant fired by groundnut shells will be investigated in 1975/76.

16.6 The existing 11 KV overhead transmission system is in poor condition, much of it 30 years old. Part of this is being replaced by 33 KV line and this programme will continue throughout the Plan period. Supporting distribution facilities will also be improved and upgraded. Over 18% of electricity production is lost through fraud and unmetered consumption. This will be reduced to 12.5% by 1979/80.

16.7 The system of preventive maintenance for all the generation and distribution assets will be improved and developed in 1976/77. To improve GUC's general management efficiency, there will also be a small investment in buildings and vehicles during the first two years of the Plan. While GUC will itself undertake most of the construction, for most of the more complex technical work, particularly design,

consultants will continue to be employed. A vigorous programme of staff training will continue.

16.8 Petroleum gas is, under local conditions, almost twice as cost effective as electricity for such purposes as cooking and water heating. The GUC, under special arrangements with manufacturers, will start importing bottled gas for sale in 1976/77, and following an evaluation, will move over to bulk import by 1977/78.

Urban Water Supply

16.9 The present water supply for Banjul and its vicinity is entirely dependent on groundwater from 14 shallow aquifers in Fajara, Serrekunda and Sukuta, and one borehole tapping a deep aquifer under Banjul. Most of the water is treated at a main reservoir at Fajara from where it is delivered by gravity to neighbouring areas, or by booster pumps to elevated storage reservoirs from which more remote areas are fed. Some 60,000 (or 75%) of the population of the area are on the water line, 39,000 served by public stand-pipes and 21,000 by about 2,750 private connections. The balance of 29,000 persons in the area are served by numerous hand-dug wells.

16.10 The entire system is now under considerable strain. The existing well fields are exploited to their maximum and the situation in the generally very old distribution network is such that a third of the water pumped into it leaks out before it reaches the consumer. Demand and production projections are summarised in Table 16.10. The projections assume that commercial and institutional demand will remain about 30% of the total, that per bed maximum daily consumption in hotels will rise from 133 to 145 gallons, that there will be a steady flow of consumers from standpipe and yard-tap sources to full plumbing, and that losses in distribution will decrease from 33% to under 20%.

16.11 On the basis of these projections, the production of water will have to be increased by just under one third during the Plan period. During the first three years of the Plan, a new source at West Yundum will be investigated, six production wells drilled, and the output from these wells connected into the main transmission system. This will be a costly operation (see Table 16.11) but is unavoidable as the existing sources cannot be further exploited. A new booster station will be required at Serrekunde, and the one at Fajara will require further facilities. Almost 10 miles of new transmission main will be installed, plus seven miles of distribution pipelines, both to replace old pipes in the city and improve distribution elsewhere. Most of this will be completed by mid-1978. As with electricity, the bulk of the civil works will be undertaken by GUC on force account, with certain types of work undertaken by small contractors. Consultants will undertake final design and will provide the necessary supervisory staff.

Urban Sewerage and Storm-Water Drainage

16.12 During the course of the last three years, the sewerage and storm-water drainage needs of the whole urban area have been the subject of an extensive study. Currently, the City of Banjul itself has an open storm-water drainage system, and some of the sewage is removed by a night-soil hand pail extraction arrangement. During 1976/77 to 1980/81, a basic network of a reticulated sewerage system will be constructed for the City of Banjul. Apart from the extensive piping, subject to the outcome of the studies mentioned in 16.15 below, a station and a sea outfall would be built. In 1981 some 30% of the city population would be connected, and during the following 20 years it would be expanded to cover 100% of the population.

16.13 While the Bund Polder area will not be drained and developed until after 1981, certain minor alterations are needed for Banjul drainage.

Pipeborne sewage would not be introduced into the Kombo St Mary area during the Plan period, but a simple storm-water drainage system will be constructed in certain limited communities, such as Serrekunda market, before 1980. This total investment programme is estimated to cost D10 million to 1980/81 (1975 prices), slightly less over the Plan period (see Table 16.13), and will be constructed by external contractors. The sewerage system in Banjul, when completed will be operated by the GUC. Its operation and maintenance will be financed by a surcharge on the water rates of those households connected and a contribution from local authorities. Local authorities will continue to maintain storm-water systems.

16.14 Early in the Plan period, certain small but urgent measures will be undertaken to protect the population pending the implementation of the above. For sewage this involves the introduction of a second pail system for Banjul, the introduction of a pail system for the most densely populated areas of Kombo St Mary, the construction of an adequate pail washing and disinfection area, the repositioning of certain water supply pipes, the construction of a small number of public latrines, and the introduction of a system for the regular cleaning of all public latrines. For water drainage this involves the preparation and enforcement of systems for cleaning the drains in Banjul, (in particular Lasso Wharf drain), the Polder area, and Bakau, properly utilising the existing pumping station situated in the Polder area, and removing junk from its ring main. The capital cost of these measures will be D0.2 million, and recurrent cost just over D0.1 million per annum.

16.15 Two technical items related to the above will be investigated in 1975/77; the possibilities of using the collected Banjul sewage for agricultural purposes and, if this proves negative, an oceanographic study on the position and length of the sea outfall.

Urban Refuse Disposal

16.16 The urban refuse disposal has recently been the subject of an extensive study. Currently 50 local authority personnel daily collect and dispose of 130 cubic metres of domestic, industrial and public refuse from the Banjul-Kombos urban complex. During the Plan period, the systems will be improved with a modest investment of D0.5 million in new push-carts, refuse trucks, and plastic dustbins. The refuse disposal tip at Mile 2 will continue to be used for Banjul, but the Kombos will require a new tip to be opened in Kotu. Special collection arrangements will be introduced for the Tourist Development Area (see Chapter 14). Some 35% of the refuse is compostable and its possible use for horticulture will be studied.

Urban and International Telecommunications

16.17 The two major developments during the Plan period will involve institutional reform (see Chapter 23) and a reconstruction of the national VHF link network (para 16.23). Urban developments will be relatively marginal, involving replacement of sections of worn-out equipment and marginally expanding the capacity of existing facilities. A large volume of equipment and cable for these developments was ordered prior to June 1975, but will be installed only during the Plan period.

16.18 The Banjul 1,000 line exchange, installed in 1950, will require to be replaced in the early 1980's. Because of the lengthy evaluation and delivery period, a technical study on this major investment will be started in 1975/76. In the meantime, during 1975/76, certain worn out equipment in the Banjul exchange will be replaced and the 400 line Serrekunda exchange will be increased to 600 lines to cope with increased demand. A number of small private manual and automatic exchanges will be installed during the first two years of the Plan.

16.19 New cables were recently laid in the Banjul port complex but a number of distribution facilities on order still require to be installed. More cabling will be undertaken in Banjul West in 1975/76. Distribution facilities will be improved in Cape St Mary, Serrekunda and Kanifing Industrial Estate in 1975/76 and 1976/77. New trunk and distribution facilities will be installed in the Kotu Tourism Area during 1977/78 and 1978/79. The Banjul-Barra submarine cable, damaged some years ago, is unreliable, but would be costly to repair. The situation will be kept under review.

16.20 Apart from one overland link with Dakar, external communications are handled by Cable & Wireless Ltd. An internationally sponsored project is currently under way to construct a micro-wave link between Banjul and Kaolack and thence Dakar in Senegal. This will be completed in 1976/77 and the Gambian Government contribution is estimated at D28,000. The existing GPO telex switchboard has a capacity for 30 subscribers and some 21 of these are taken up. The balance of nine will be utilised during the Plan period. A study on future telex requirements will be made together with study on the central exchange (para 16.18).

Rural Electricity

16.21 There exist six rural power stations in provincial centres (see Table 16.21) operated by GUC. Yundum, some 15 miles from Banjul, is connected by overhead line to the Banjul supply. These supplies, since not cheap, are still heavily subsidised by Government grant to GUC. This policy will continue. During the Plan period, Brikama (22 miles from Banjul) will be connected into the Banjul network and a small station will be opened in Kerewan, the only Divisional station not currently serviced. More generating capacity will be installed in Basse, at the agricultural station at Sapu, and at Kaur which will be taken over from GPMB. The distribution network in these and the other centres will be marginally expanded to connect concentrated areas of demand.

Rural Water Supply

16.22 Piped water supply from pumped boreholes is currently limited to five provincial centres. This will be expanded to cover Farafenni in 1976/77 and Barra and Kerewan in 1977/78. Extensions to existing network will also be made at Bansang and Jenoi. The vast majority of the rural population must continue to depend on wide bore hand-dug wells whose construction and maintenance is the responsibility of the Local Area Councils. Many of the existing wells provide only an intermittent supply, have to be regularly re-dug because of collapse or silting, and are unhygienic. The technical solutions to most of the problems are understood and an extensive rehabilitation programme will be undertaken during the Plan period. It will require significant input of resources, technical supervision, and most particularly management. A small central co-ordination and supervision unit will be established under a Board in the Ministry for Local Government. In those restricted areas where sand silt is a very serious problem, fibre-glass lining may be used. A pilot hand-pump scheme will also be introduced in one defined area.

Rural Sewerage

16.23 In provincial centres, septic tanks are used and will continue to be used. More generally, the inadequacy of human waste disposal facilities in villages is recognised as one of the important links in the chain of disease, particularly for the young. The Health Education effort (see Chapter 18) will pay particular attention to this, and the Community Development Department will, as a priority, be involved in a programme of village drop-latrine construction.

Rural Telecommunications

16.24 The existing VHF 5 circuit junction radio system, linking the various administrative and commercial centres of The Gambia, was installed in 1962. It has inadequate capacity and minimal coverage. During 1975/76 and 1976/77, it will be replaced by a 48/60 channel VHF/VHF network. The main route will be Banjul, Mansakonko-Kaur-Georgetown, with a secondary route from Georgetown to Bansang and Basse, and spur routes from Mansakonko to Farafenni and Georgetown to Kuntaur. The existing connection with Kerewan will be retained. Rural automatic exchanges will be installed in Farafenni, Basse, Bansang, Kuntaur and Kaur, giving a 24 hour service to all centres except Kerewan. A special circuit will be available from Banjul to carry radio broadcasts to the booster station in Basse and telegraph services will be provided by an omnibus hand-keyed morse circuit. The total investment in masts, antenna, radio equipment, exchanges and generators will be D2 million. (See Table 16.24.)

16.25 This new network will provide a reliable, clear and speedy national network for the remainder of this century which will have a positive impact on the efficiency of rural commercial, administrative and social services. Certain population concentrations isolated from the provincial centres are connected into the VHF network through simple HF radio telephones, set up in booths. Most of these have also reached the end of their useful working life and will be replaced in 1975/76 at a cost of DO.O2 million.

Table 16.5

URBAN POWER DEMAND FORECAST 1974/75-1979/80
(KW)

	Max Demand	Installed Capacity	Firm Capacity	Additional Unit
1974/75	4,360	8,144	5,350	-
1975/76	4,824	8,144	5,350	-
1976/77	5,136	8,144	5,350	3,244
1977/78	5,608	11,388	7,388	-
1978/79	6,046	11,388	7,330	-
1979/80	6,334	11,388	7,330	-

Table 16.7

URBAN ELECTRICITY PROGRAMME 1975/76-1979/80
(Current Prices Dalasi '000)

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Carryover</u>					
Generation	320	-	-	-	-
Transmission	600	-	-	-	-
Distribution	20	-	-	-	-
Equipment	102	-	-	-	-
<u>New Projects</u>					
Buildings	-	150	64		
Generation Equipment	-	852	752		
Trans & Dist's lines*	-	56	94	32	19
Substations etc	-	124	574	-	121
Equipment & Services	92	145	74	3	8
Switch to Heavy Fuel	12	504	539	-	-
Total Electricity	1,146	1,831	2,097	35	148

*Extension to Brikama taken as non-urban

Table 16.10

URBAN WATER DEMAND FORECAST 1974/75-1979/80
(Million Calls per Day)

	Demand	Unaccounted for	Production
1974/75	1.56	0.77	2.33
1975/76	1.80	0.81	2.61
1976/77	1.97	0.77	2.74
1977/78	2.12	0.67	2.79
1978/79	2.30	0.58	2.88
1979/80	2.50	0.55	3.05

Table 16.11

URBAN WATER SUPPLY PROGRAMME 1975/76-1979/80
(Current Prices - Dalasi '000)

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Carryover</u>					
Albion Tank	87	-	-	-	-
Fajara Supply Development	400	41	-	-	-
Distribution (K.St. Mary)	100	90	-	-	-
<u>New Projects</u>					
Borehole Dev Yundum	37	1,369	149	16	14
Storage & Transmission	-	1,002	740	-	122
Distribution	-	213	257	268	208
Equipment & Services	115	298	140	16	25
	739	3,013	1,286	300	369

Note: Above excludes Industrial Estate Development

Table 16.13

URBAN SEWERAGE & STORM WATER DRAINAGE 1975/76-1979/80

/Dalasis '000 - 1975 Prices/

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Banjul Sewerage Scheme</u>					
Main Sewers	-	475	475	475	-
Laterals	-	775	775	775	775
Connections	-	-	-	75	75
Pumping Station	-	-	65	-	-
Mainholes		75	75	75	75
Sea Outfall		-	-	-	535
Total Scheme	-	1,325	1,390	1,400	1,460
<u>Banjul Drainage Scheme</u>					
Reconstruction Box Bar Drain	-	-	125	-	-
Lining Ring Main	-	-	115	-	-
Street Inlets	-	-	-	15	-
Replacement of Pumps etc	-	130	-	-	-
Total Scheme	-	130	240	15	-
<u>Kombo St Mary Drainage Scheme</u>					
Main Drains	-	185	185	185	185
Area Drainage	-	365	365	365	365
Total Scheme	-	550	550	550	550
<u>Emergency Measures</u>					
Water Supply Pipes	-	20	-	-	-
Pailing Systems	25	35	10		
Latrines	10	30	30	30	10
Total Emergency Measures	35	85	40	30	10

Table 16.19

URBAN AND INTERNATIONAL TELECOMMUNICATIONS INVESTMENT
1975/76-1979/80

/Dalasi '000/

	1975/76	1976/77	1977/78	1978/79	1979/80
Public Exchange Improvements	150	-	-	-	-
Private Exchange Installation	95	40	20	20	20
Trunk Cabling	-	-	40	110	-
Distribution Cabling	125	25	25	40	-
Telex Installation	10	12	15	-	-
Banjul-Kaolack Link*	150	20	-	-	-
	530	97	100	170	20

*Partially financed by UN

Table 16.21

RURAL ELECTRIFICATION, 1974/75

	Installed Capacity KW	No of Consumers	Value of Sales (D'000)
Brikama	232	240	25
Mansakonko	75	80	8
Farafenni	232	90	10
Georgetown	232	210	20
Bansang	232	45	15
Basse	232	235	25

Note - The tariff is the same as that for Banjul.

Table 16.22

RURAL ELECTRICITY, WATER & SEWERAGE PROGRAMME 1975/76-1979/80
(Dalasi '000)

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Electricity</u>					
Transmission Line to, Brikama	25	25	25	-	-
Basse Generation Extension	-	30	20	-	-
Installation, Kerewan & Barra	-	100	100	50	-
Generation & Distribution Extension, various	25	75	75	50	-
	50	230	220	100	-
<u>Water Supply</u>					
Village Wells	50	100	75	75	75
Farafenni Piped Water Supply	75	75	-	-	-
Barra & Kerewan Piped Water Supply	-	-	125	-	-
Bansang Village & Jenoi-Extensions	40	45	-	-	-
Total	165	220	200	75	75

Table 16.24

RURAL TELECOMMUNICATIONS INVESTMENT PROGRAMME 1975/76-1979/80
(Dalasi '000)

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>VHF/VHF Replacement</u>					
Radio Masts etc	200	900	-	-	-
Equipment (incl installation)	150	600	200	-	-
Buildings	15	15	-	-	-
Other	5	5	-	-	-
Total Project B	370	1,520	200	-	-
Radio Telephone Booths	20	-	-	-	-
Total	390	1,520	200	-	-

CHAPTER 17 - EDUCATION

Objectives

17.1 The primary aim of education is to create in the shortest possible time, and with the available resources, a stock of trained manpower which will be capable of serving the socio-economic needs of the country. First consideration will, therefore, be given to those factors which will make education more meaningful to the whole community, the vast majority of which is rural or agricultural.

17.2 The Government intends to provide a continuing system of education, both formal and non-formal, at all levels to foster the attitude of mind that will help people acquire new skills receptiveness to the ideas of others, using in particular non-formal techniques. Functional literacy and numeracy will be spread as rapidly as possible in co-ordination with other rural and community development agencies. For formal education, the dominant objectives are to raise the quality of education at the primary level and, for the secondary and tertiary level, to restructure and reorient the system to produce a skilled labour force in line with manpower requirements of the nation.

Strategy

17.3 The major elements of strategy are:

17.3.1 To increase radically the provision for primary teacher training and re-training.

17.3.2 The rapid introduction of a revised primary curriculum.

17.3.3 Selective expansion of the number of primary school places available.

17.3.4 Introducing a six year primary course with children starting at the age of eight.

17.3.5 To restrict the growth of Junior Secondary places.

17.3.6 To extend the curricula and reduce the number of untrained teachers at the Junior Secondary level.

17.3.7 To introduce a new educational programme for youths who have had little or no formal education.

17.3.8 Improvement in the facilities and widening in the learning options at the senior secondary level.

17.3.9 Limited expansion in senior secondary enrolment.

17.3.10 Expansion and upgrading of the vocational Trading School.

17.3.11 The introduction of a careers guidance service for schools.

17.3.12 More careful tying of overseas training to projected high level manpower requirements.

17.3.13 The establishment of an adult functional literacy campaign.

17.3.14 The establishment of an Educational Broadcasting Service and an Educational Library Service.

Primary Education

17.4 The quality of education in future will be related to the standard of the teaching staff and the facilities available, primarily the former. Some 40% of teachers are currently unqualified but with a supply of 200 trained teachers from Gambia College between now and 1980, this should be reduced to 30%. In-service teacher training and re-training in the proposed curriculum will be provided for 200 teachers through short-term courses at the College and at the Regional Education Centres (see below) by 1979/80. A Teachers' Advisory Service will be introduced, using an "extension" system of teacher trainers operating from the Regional Education Centres. This support service will provide both the professional guidance to the working teachers and help in introducing the proposed changes to the primary curriculum. A system of teacher training through correspondence education will be tested and, it is hoped, introduced on a wide scale by the end of the Plan period. The morale and commitment of teaching staff, which is important to their performance, is not neglected as there will be a considerable effort to improve buildings, support services (see below) and conditions of service (see Chapter 21).

17.5 A change in the curriculum used is necessary because for over 70% of children formal education will terminate with leaving the primary school, and an even greater proportion will become self-employed outside the modern wage sector. The curriculum envisaged for the future will be designed to meet the learning needs of farmers and rural workers, both the male and female. It will give special attention to basic literacy and numeracy, and to agriculture and rural environment, including pre-vocational studies, co-operative education, and health and nutrition. School farms or plots of land attached to schools will be used for practical demonstration of some of the ideas taught in the classroom, to introduce children to their environment and to foster a spirit of self-reliance.

17.6 The use of local languages in primary schools will be developed. It is recognised that both the learning and retention rates are likely to be higher if children are taught in the mother tongue, supported by appropriate printed materials. This will include the learning of English. An investigating committee will be established in 1975/76 to explore the question of local language usage in schools. The curriculum will be modified to include some acquaintance with occupations found in the local area. The objective is to integrate the current traditional academic and some vocational teaching by providing work orientated studies, not to replace the former with the latter. Pupils will begin to learn about the opportunities which are available in their locality, but will not yet begin any specialised vocational training. Local personnel of Government agencies involved in the rural development effort will become involved in the teaching process. Some classes in health education, for example, will be given by local nursing personnel.

17.7 A Curriculum Development and Resources Centre will be established at Brikama (Gambia College) in 1976/77 and curriculum changes will be piloted in selected primary schools in 1978/79, to be introduced in all schools by the early 1980's. In order to meet this deadline there will be a significant technical assistance input into curriculum design early in the Plan period.

17.8 Considerable regional disparities in the provision of primary education facilities persist. In the Banjul-Kombo urban area, some 8,400 or 50% of the 5-14 age group attend school. In the remainder of the country, only 2,300 or 12% of this age group attend. A further 8,500 school places will be provided by 1979/80. The average class size will be increased from 29.3 to 35, implying the creation of an additional 4,000 places, and the balance of 4,500 will require a further 130 classrooms. The new classrooms will be located in those rural areas where the class sizes are already high, with particular attention to Farafenni and Basse. Serrekunda has a particular deficiency and this will also receive attention.

Table 17.1

SCHOOL ENROLMENT IN THE GAMBIA - 1975 & 1980

CURRENT ENROLMENT 1975	Male	Female	Total
<u>Primary</u>			
Primary 1	3,002	1,638	4,640
Primary 2	2,713	1,345	4,058
Primary 3	2,229	1,221	3,450
Primary 4	2,009	937	2,946
Primary 5	2,054	945	2,999
Primary 6	2,987	1,344	4,331
TOTAL	14,994	7,430	22,429
<u>Junior Secondary</u>			
Form 1	856	333	1,189
Form 2	823	329	1,152
Form 3	729	271	1,000
Form 4	652	207	859
TOTAL	3,060	1,140	4,200
<u>Senior Secondary</u>			
Form 1	209	88	297
Form 2	216	79	295
Form 3	228	91	319
Form 4	216	75	291
Form 5	257	75	332
Form 6	41	16	57
TOTAL	1,167	424	1,591

Post-Secondary

1. Gambia School of Nursing	-	49
2. Gambia School of Public Health	-	27
3. St Peter's Lamin	-	104
4. V T C	-	92
5. Gambia College	-	99
	TOTAL	371
	TOTAL 1975	28,591

Projected Enrolment in 1980

	Total
1. Primary Schools	31,000
2. Junior Secondary	5,400
3. Senior Secondary	2,755
4. Post Secondary	620
TOTAL 1980	39,775

Table 17.2

PROJECTED NUMBER OF SCHOOL LEAVERS - 1975-1980

1. Primary School leavers	= 10,600
2. Secondary Form IV leavers	= 4,200
3. Secondary Form V leavers	= 1,550
4. Secondary Form VI leavers	= 300

17.9 The proportion of children enrolled in primary education will rise from 18% to 22%, with a stabilisation in urban areas, and an increase in rural areas from 12% to 17%. In addition to building 130 new classrooms some of the existing 191 temporary classrooms, some 27% of the total, will be replaced. By 1979/80, over 80% of primary school-children will be taught in modern permanent buildings. For this construction programme a specialised building unit will be necessary.

Secondary Education

17.10 In the last decade, enrolment in Junior Secondary Schools has doubled to 4,200. A recent manpower study (see Chapter 3) has indicated, however, that the present supply of Junior Secondary School-leavers is heavily in excess of present and projected manpower requirements. Only a small proportion of future output is likely to obtain the type of employment for which they are being educated. Thus, during the Plan period, it is proposed to direct attention towards a partial reorientation in function and an improvement in quality, rather than quantitative expansion.

17.11 The Junior Secondary course will be increased to a five-year course over the Plan period, but more immediately, the curriculum will be reoriented to include commercial, secretarial, scientific and technical subjects. The name of the school will be changed to Technical Secondary School. Priority in the provision of teacher training scholarships will be given to students undertaking training in these newly introduced subjects.

The number of untrained teachers in these schools will be maintained at 60 because of the expansion in enrolment till 1980/81. The Banjul City Council school will be resited in new premises.

17.13 As an alternative to the significant expansion of Junior Secondary enrolment, and as one of the means of tackling the growing problem of youth unemployment, it is proposed to introduce an educational programme for those (35,000) people aged 15-19. For those living in rural areas who have not had access to any form of primary education, opportunities for non-formal education will be introduced with the objective of providing these young people with basic literacy combined with a knowledge of simple craft skills and practical agriculture. Rural Technical Centres will be attached to the existing Mixed Farming Centres and would use the land belonging to the Farming Centre, together with workshops to be constructed for practical work. Entry would be at 15 for a three year course using local language teaching. The course will be based on practical farming, health and hygiene, rural craft skills, practical arithmetic, plus various vocational options such as construction or simple mechanical engineering. The aim is not to turn out master craftsmen but to give literacy and those simple skills that can be used to improve the quality of rural life.

17.14 This system will be introduced and tested at six points during the first two or three years of the Plan period, and it is hoped that by 1979/80 it will be expanded to take up to 800 pupils.

17.15 A training programme for urban youth will also be established which will provide supervised on-the-job training combined with classroom instruction in functional literacy and the skills required by the small-scale industrial sector. In-service training would be provided by master craftsmen and a technical instructor in a system of workshop clusters. A cluster would expect to be broadly financially self-supporting, but the facilities would also be available on a day-release or evening class basis to self-employed young workers who wish to acquire higher technical and management skills. These units will be a contribution but cannot of themselves solve the growing problem of urban youth unemployment. When the proposed Police Construction Unit (see Chapters 12 and 21) has become established in 1976/77, a Youth Service

Corps will be considered, possibly under the wing of this Unit, to direct the energies of youth into productive activity in rural areas.

17.16 The senior secondary, or "high school" sector, consists of five schools with a total enrolment of 1,600. Over the next five years, the facilities will be improved to give the student more learning options - in particular, commerce, agriculture and science. Expansion in enrolment will come about through the provision of second streams at St Joseph's and Nusrat, and with the addition of the recently completed Moslem High School. Total enrolment will increase from 1,600 to 2,400 by 1979/80. It is planned to increase the number of Gambian teachers with mathematics and science qualifications over the Plan period through scholarship allocation and the provision of incentives.

Tertiary Education

17.17 A number of surveys recently undertaken on the labour market situation in The Gambia have identified shortages in a number of categories of skilled craft workers. To meet this demand, the facilities and staff of the Vocational Training Centre currently in Banjul, will be transferred to Kanifing and renamed the Technical Institute. The Institute will be expanded to cover new courses for plumbers and electricians, and expansion in the courses for carpenters and mechanics. These courses will be up to the level of the Higher National Certificate (HNC) or Intermediate City and Guilds (ICG). For those students who are Junior Secondary leavers, the course duration will be 3-4 years and will be a sandwich of practical training and classroom instruction. The present arrangement of having the Public Works Department or one of the parastatal organisations assume the responsibility for further training after a two-year VTC course will be discontinued in favour of extended training at the VTC. Facilities will also be introduced at Sapu for training in agricultural engineering.

Adult Functional Literacy

17.18 This type of education is taken as an integral part of the agricultural development programme (see Chapter 9) but is essentially part of the national education effort which ties in closely with the non-formal programme for youths outlined above. The aim of the campaign is to teach men and women to read and write in the language they already know, utilising as basic vocabulary the words used in their vocation. It is hoped to help them apply the new knowledge and skills to solve their basic social and economic problems, and to prepare them for effective participation in the development of their local community. The literacy classes will be held in the local primary schools by both the teachers and extension agents. It is hoped to reach 15,000 persons by the end of the Plan period. Liaison between the Ministries of Education and Agriculture in this campaign will be close and regular.

Education Support Services

17.19 The Plan period will see a marked decentralisation in educational administration. Two Regional Education Centres are in the process of being built and two more will follow during the Plan period. They will serve as a base for the Divisional Education Officer, a store for teaching materials, a referral point for teaching staff on both the professional and administrative matters, and a retraining link between Gambia College and teachers. Central administration in Banjul will also have to be strengthened, particularly in technical education development and schools career guidance.

17.20 An educational broadcasting service will be established in 1975/76. It will be an operational unit under the Ministry of Information and Tourism responsible for both the schools broadcasting and adult educational broadcasting. The latter will include lessons on

agriculture, health and literacy. Schools broadcasting, to be piloted during 1976/77 prior to general application, will be backed with the dissemination of supporting literature for both the teachers and children.

17.21 As part of a system of continuing education for school-leavers a simple system of correspondence education will be introduced and complemented with short group meetings and residential courses for participants. The administration of this correspondence education will be carried out by the Regional Centres and a small unit at the Department of Education. This system is intended particularly for Junior Secondary School-leavers who will be offered subjects such as basic management, co-operative education, agriculture (for extension agents) and education (aimed at the primary school-teacher's certificate).

17.22 A new Central National Library will be constructed in Banjul in 1975/76, and, during the Plan period, an education library service will be developed. It is hoped eventually to build up school libraries in all secondary and post-secondary institutions, and in the interim to supplement their basic stock of books by a loan collection, exchanged regularly from the National Library pool stock. The scheme for introducing supplementary reading material into primary schools through a system of "book-boxes", exchanged regularly from a central stock, will be broadened and extended to reach the bulk of primary schools by 1980/81. Training in the use and running of school libraries will be given to teachers and will be incorporated into the teacher training course at Gambia College.

Table 17.3

INVESTMENT IN EDUCATION - 1975/76-1979/80

D'000 - Current Prices

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Primary</u>					
Classrooms & Equipment	80	150	200	225	225
<u>Secondary</u>					
Technical Secondary-General	53	75	80	85	90
Rehousing BCC School	-	50	150	150	-
Rehousing St Joseph's	190	-	-	-	-
Other Senior Secondary	130	75	30	75	39
<u>Tertiary</u>					
Gambia College	1,200	50	-	-	-
Phase II Technical Inst (Gambia College)	100	150	50	-	-
<u>Informal Education</u>					
Regional Technical Centres	10	120	100	80	90
<u>Supporting Services</u>					
Regional Offices	46	55	60	63	68
Educational Broadcasting Centre	20	60	-	-	-
<u>National Library</u>					
Total Above	1,929	860	670	678	512

Note: Primary - Excludes local community contribution to programme.

Secondary - Excludes contributions to certain projects.

Tertiary - Excludes Medical Training, Management Institute, Hotel Training School, Business Advisory Services and Workshop Clusters.

Informal - Excludes Adult Functional Literacy.

Objectives

18.1 The ultimate and general aim of the public health service is to protect the entire population from preventable diseases and untimely death, and provide adequate treatment facilities for those diseases that commonly occur among the whole community. A few scourges of the past, such as yellow fever, smallpox and sleeping sickness, have been all but eliminated. Further progress has been hampered by two fundamental limited factors; lack of finance and, more particularly, a lack of manpower in both the numbers and suitability. Recent developments have been heavily oriented towards Banjul where infant mortality is now less than one-quarter of the national average. Despite this imbalance, the framework for the provision of basic services to the whole community does exist in the country. The major emphasis in the Plan period will be the consolidation of this framework to achieve a greater national health return for what finance can be made available and in doing so substantially reduce the existing rural-urban imbalance.

Strategy

18.2 As many of the individual elements of the health service are closely interrelated, it is not possible to ignore completely any one of these elements despite existing imbalances. Rather, a balance will be maintained with some development of all services but with the rate of development of each element varying in such a way that an integrated and fully co-ordinated nationwide service can evolve over the next decade. The strategy of health care delivery will continue to be the tiered system of multi-purpose health institutions with hospitals at the centre, and health centres, dispensaries, sub-dispensaries and clinics at the periphery. Though the system will gradually decentralise, organisation and authority will continue to derive from the apex in Banjul and an increasing complexity of services will persist to flow towards it.

18.3 Bearing in mind longer term objectives, the strategy for the Plan period is summarised as follows:

18.3.1 To improve the management of the services with improved data collection, a clearer command structure, and better executive procedures.

18.3.2 To improve the quality and number of staff, particularly at middle and lower levels, and to reduce wastage rates in and soon after training.

18.3.3 To mobilise community support for both the curative medical facilities and preventive health measures and practices, in terms of both the finance and participation.

18.3.4 To ensure and supervise the provision of facilities to improve the health environment.

18.3.5 To educate the people concerning health hazards and simple precautions for the promotion of health.

18.3.6 To direct particular attention to the elimination of those diseases for which cheap and effective measures can be made available.

18.3.7 To strengthen selectively the existing network of infrastructure, in particular basic health services, and to create a fully integrated referral system within reasonable reach of the whole population.

18.3.8 To increase greatly the emphasis on maternal and child health services within the national network.

18.4 Priorities broadly range as follows: the consolidation of existing rural services; consolidation of other existing services; strengthening preventative aspects of health care; expanding rural services, and finally; expanding other services. Most projects contain elements of several of these considerations which themselves reflect both the present state of the services and relative priorities. Because of the lengthy time-scale required for improving the quality and quantity of trained staff, a 10-year development programme, fully consistent with this 5-year Plan, will be produced during the first year of the Plan period on the basis of the following 1985 targets:

18.4.1 To reduce staff wastage rates in training to 20% for females and 10% for males.

18.4.2 MCH coverage for 85% of pregnant women and children under the age of five.

18.4.3 The eradication of most of diseases against which effective vaccination is available and control of those that still persist.

18.4.4 A 30% reduction of illness and deaths caused by malaria, respiratory infections, diarrhoea, schistosomiasis, malnutrition, anaemia, and intestinal helminths.

An improvement in the collection of epidemiological data will be essential to review priorities and to measure the degree of success in achieving the above targets.

Administration

18.5 During the Plan period, top management will be strengthened and a clear delineation of authority established. As the first step towards decentralisation, a new middle level management between headquarters and the peripheral rural centres will be established at two rural centres. Improvements in the choice and utilisation of departmental transport will be a fundamental prerequisite to effective improvements in national health coverage. The allocation and utilisation of vehicles will be undertaken on a more systematic basis (see for example 18.24 below). Such developments, together with procedures for proper choice, supervision and maintenance of vehicles, will be a prime concern of top management. The method and volume of procurement and distribution of supplies, particularly drugs and dressings, will be the subject of a study in 1976. The headquarters will move to larger offices near the Royal Victoria Hospital in 1976/77.

18.6 An improvement in the collection, analysis, presentation and storage of medical records and health statistics will be fundamental to improving the effective management of resources and to measuring the extent of success in achieving stated objectives.

18.7 The coverage, level, and structure of medical charges will be kept under review so as to neutralise the effects of inflation and to ensure that there is a just differentiation in favour of needy citizens. A short-term consultant will be asked to review medical charges in 1977. Efforts will be made to motivate local communities to participate in meeting the recurrent costs of dispensaries, so that rural coverage can be much extended after 1980.

Staff and Training

18.8 For the next five years, manpower represents the primary factor limiting the rate of development. With the exception of auxiliaries, availability of staff is very largely predetermined by past student intakes. Efforts will be made immediately to reduce very high wastage rates and attention paid to improving the performance of existing staff. For the projected needs of the 1980's the throughput of the training facilities will be appropriately adjusted.

18.9 Only 25% of the students enrolled into the School of Public Health ever become established as Health Inspectors. Moreover, the planned need for such Inspectors may have almost been met. To prevent the continued waste of scarce resources, the intake into the School will be substantially reduced until a more defined estimate of future requirements can be made and the wastage rate can be reduced to 25%. By 1978, the School will be relocated into the complex of School of Nursing.

18.10 In the first two years of the Plan, the School of Nursing buildings will be extended to become a multi-purpose centre for health training in order to overcome the staffing bottlenecks and provide re-training facilities as soon as possible. The expanded facilities will allow an increase in female intake for nursing from the current 23 for each two year course to 18 per annum, and for males from seven for each two year course to 15 students per annum. In 1977/78, these intakes will be reviewed. The curriculum for nurse-midwives will be reviewed in the light of the needs of the proposed MCH services (see below). Curriculum for dresser-dispensers will be adjusted to give more emphasis to diagnosis and treatment. The School will also be used as an in-service training centre for existing staff, putting across the revised curricula, and as a general purpose centre for health education. By 1977/78, there will be an annual intake of 20 nurse-midwives and dispensers for six months refresher courses.

18.11 The most able dresser-dispensers, who have proven themselves in the field, will be given further training in diagnosis, treatment and administration, to graduate as a new cadre of staff-medical assistants. These will be in charge of health centres and also employed in hospitals. Up to five will be taken in for approximately 12 month courses every year. These courses may include short overseas study tours to observe how health centres are administered elsewhere. Many of the basic courses in the School will be attended by other trainees such as dental therapists (see below).

18.12 A central library and reference centre will be established at the School for the use of both the students and working medical personnel. Training manuals may be provided by Government but much of the balance of books and materials will originate from aid sources.

18.13 Due to shortages of trained staff, many untrained nursing auxiliaries have been recruited for the Royal Victoria Hospital. Recognising that many of the tasks in a hospital do not require full nurse training, and that such trained staff as are available should be directed to work that requires their level of skills, a new cadre of hospital auxiliaries is to be created and trained for the level of work they are expected to undertake. A small school for training this cadre will be built at Bansang in 1976/77 to operate a one year course for 15 students. Prior to the completion of the Bansang School, auxiliaries will be trained at RVH.

18.14 The MCH scheme will require many auxiliaries and a school for these at Mansakonko is nearing completion. The intake will be a maximum of 20 per annum for a one year course. The MCH auxiliary intake will be recruited from provincial Junior Secondary graduates and will, under normal circumstances, be based permanently in their allocated centres. The current system of "postings" will be gradually phased out over the next decade, as the situation allows.

Table 18.8

HEALTH STAFF POSITION - 1975 & 1980

	Health Staff		Government only
	1975	1980*** Probable Levels	1980*** Plan Targets
Doctors	19	25	25
Dentists	2	4	4
Nurse/Midwives and Nursing Sisters	75	109	122
Pharmacy Staff, Medical Assistants and Dresser/Dispensers	104	123	136
Health Inspectors	39	46	51
Hospital Auxiliaries	60*	67	70
MCH Auxiliaries	40*	68**	72
Other Trained Personnel	23	30	30

* These are for the most part untrained. Their training will precede expansion of these grades. The current number of MCH auxiliaries is a rough estimate.

** 12 of these will be 'area council' nurses at health centres (see 18.21).

***These projections are of a rough order of magnitude only and unlikely to be precise. They assume wastage rates do not drop substantially.

****In general targets will be met by temporary use of retired personnel where necessary.

In addition traditional birth attendants will be given training to improve the standards of their work.

Ratio of medically trained staff to population:- 1975:- 1/1400.

18.15 For other categories of staff, including laboratory technicians, there will be no changes in existing training arrangements in the immediate future. More generally, every effort will be made to reduce wastage in training and improve the quality of staff in the field. This will involve both the closer supervision and better management of junior staff, and the provision of solid financial and career incentives. (See Chapter 21). A major effort will be made to improve the quality of traditional birth attendants.

Public Health

18.16 Nothing would affect the health of the nation more positively than an improvement in environmental sanitation in the villages. This primarily calls for a good quality water supply and the hygienic disposal of human waste. The development and control of the requisite facilities is the primary responsibility of the Ministry of Health. Local authorities, assisted by the Ministry for Local Government, are the normal executive agents. However, any widespread action in this area will only be forthcoming with a clear national commitment to take the sanitation improvement as a priority and galvanise communities into an understanding for the provision and use of the facilities. Here, as in other important areas of education, the Health Education Officer will co-ordinate with the Ministry for Local Government, the Educational Broadcasting Unit (see Chapter 21), Community Development Department and Divisional Development Committees to ensure that a widespread education effort goes together with a programme of action. All categories of health staff will be encouraged to see health education as a primary part of their task.

18.17 Immunisation schemes will receive more emphasis and a new special administrative unit will be created to ensure co-ordinated early action. Refrigeration for vaccines will be made available at all health centres and, wherever possible, at dispensaries during the Plan period. Leprosy and tuberculosis services are to be integrated and expanded to allow a better service. In 1976/77, there will be a mass BCG vaccination campaign against tuberculosis for all young persons. Following this campaign all MCH clinics will provide a vaccination service for infants.

18.18 The existing referral hospitals (RVH and Bansang) will be improved and, where necessary, expanded. But in order to extend the basic medical facilities, particularly in the rural areas, emphasis will be laid on providing more dispensaries and health centres.

18.19 Over the last decade, the Royal Victoria Hospital has been the major focus of development in health services. For this reason there will be no further expansion of this hospital during the Plan period. Certain of the existing facilities, however, require improvement to increase their operating efficiency. The Outpatient and X-ray Departments will be improved, a small new administration and records block built, part of the old building rewired and increased storage space provided. In conjunction with the Red Cross, a blood transfusion centre will be built. In view of staff requirements elsewhere in the system, the quality rather than the quantity of nursing and para-medical staff will be improved.

18.20 During the Plan period, improvements will be undertaken on the Mental Hospital, Home for the Infirm and the TB Sanatorium.

18.21 Considerable expansion in rural services is envisaged in the next decade. Four new additional health centres will be established (see Table 18.21) and more important, a vastly improved service at existing centres is going to be provided. Special effort will be made to improve the ratio of staff to facilities. The health centre to be established at Karantaba will fill in the largest gap in Kiang West.

Table 18.18

HEALTH INFRASTRUCTURE

GOVERNMENT ONLY¹

	1975	1980
Population per bed	950 ²	850
Hospital Beds	350	420
Health Centre Beds	92 ³	180 ⁴
Hospitals	2	2
Health Centres	11 ³	16 ⁵
Dispensaries	15	15 ⁵
Sub-Dispensaries	40	53 ⁶
MCH Clinics	31 ⁷	64 ⁶
Special Institutions	4	4

1. See Chapter 2 for a picture of non-Government facilities.
2. Including non-Government units the present total beds/population ratio is 1:800.
3. Includes Yorobawol, which is not yet operational.
4. Assumes each has 15 beds. In reality one or two may have more, such as Basse.
5. All centres are to be greatly improved, dispensaries for instance will have a staff complement similar to that presently found in many health centres.
6. The exact number has yet to be decided. (See 18.28.)
7. Previously ante-natal and child welfare have been held separately (see Table 2.).

18.22 The principal plan objectives for rural services relate to staffing. The 1980 target for each health centre is one Medical Assistant, two fully trained nurses, two auxiliary maternal and child health care nurses, one health inspector, one auxiliary Area Council nurse, and if possible one dresser/dispenser. For dispensaries, the 1980 staffing target is one dresser/dispenser, with as many of them as possible supported by a nurse-midwife and two auxiliary maternal and child health care nurses. Auxiliaries, trained only to work under supervision, will not be posted to operate dispensaries independently. The staff training/re-training programme is geared to achieve these objectives.

18.23 Improvement in the standard of physical facilities and in the supply of equipment and drugs must go together with the proposed staff development to achieve real improvement in the service to the public. Treatment and the supporting drug supplies are to be standardised, and the frequent shortages of drugs in rural areas, where there is no option of commercial purchase, will be eliminated. Much of the equipment is antiquated, broken or missing. Standardisation is essential, followed by proper management to maintain and replace the equipment as necessary. Many of the buildings are in very poor condition, seriously affecting staff morale. As each health centre and dispensary is to be expanded considerably over the next decade, extensive renovation of existing buildings will be included as part of this programme rather than undertaken as a separate exercise. Commencing in 1976/77, the construction programme envisages upgrading two Health Centres and three Dispensaries each year. Improvement in water supplies, including school and village supplies, will be undertaken as part of a general rural development programme.

18.24 The standard size for a health centre will be 15 beds and 7 staff quarters. Dispensaries will have 3 staff quarters. The standard size will vary slightly to reflect the size of the population served. The most junior staff will live in nearby villages. While it will be more effective and simpler to concentrate on fully upgrading a number of centres annually, staff will be evenly spread as they become available until the proposed staffing levels are reached. Unavoidably, it will be some years before newly trained staff can expect to move directly into a quarter at a fully upgraded centre or dispensary.

18.25 The service will continue to be mobile with regular scheduled visits made to sub-dispensaries. Existing transport arrangements do not properly allow this. Each health centre will have two vehicles, each dispensary one, and clear schedules will be programmed for their utilisation.

18.26 The strengthening of management of rural health services will be critical to the establishment and maintenance of the planned health facilities. It will require both the more effective guidance from headquarters, to ensure appropriate direction and co-ordination, and clearly defined delegation of certain responsibilities. This delegation will fall at two levels - one individual will be appointed to be in clear administrative charge of each centre, and a new middle tier of divisional management will be created. These Divisional Headquarters will have to be phased out and, for the Plan period, two will be introduced, possibly one based at Bansang Hospital. They will require supporting executive and clerical staff.

Maternal and Child Health (MCH)

18.27 The justification for a special programme in maternal and child health is that it represents a direct attack on illness and death among children. Only 55 in every 100 rural children can currently expect to survive to the age of five. The aim is to increase this survival rate to 80 in 100 by 1985.

Table 18.21

LOCATION OF RURAL PHYSICAL INFRASTRUCTURE

<u>Health Centres 1980</u>	<u>Dispensaries 1980</u>
<u>Existing</u>	<u>Existing</u>
Basse	Brufut
Yorobawol	Bwiam
Kuntaur	Medina Bafuloto
Kaur	Brikama Ba
Mansakonko	Chamen
Kerewan	Dankunku
Essau	Diabugu
Brikama	Fatoto
Gunjur	Geórgetown
Bakau	Karantaba (SAM)I
Sukuta	Bajakunda
<u>New Health Centres</u>	<u>New Dispensaries</u>
1. Karantaba (Kiang West)	Yundum Airport
2. Bwiam	Kassang*
3. Sankandi	Kaiaf*
4. Fatoto	Bakadagi*
5. Kudang	

(These are Government stations only)

*Sub-dispensaries to be upgraded to dispensaries.

18.28 A pilot project will be established in the Brikama area in 1976 to test out pioneering methods of delivering effective MCH care. The objective is to achieve greater and more efficient health coverage of mothers and young children than existing systems allow. The pilot project will in particular test the appropriateness of village level MCH services, and if it is successful it will be rapidly expanded to cover the whole country.

18.29 Pending this possible development, the existing system will be much expanded and improved in rural areas and a new cadre specially trained for the work. Certain of the staff of each health centre (see 18.21) will spend five days of the week visiting satellite village clinics (sub-dispensaries), the number of these clinics varying from centre to centre. From the dispensaries, a team will spend two days a week visiting clinics. A detailed plan of trek circuits will be drawn up for both the MCH and general curative work, and this will determine which communities should be encouraged to support new sub-dispensaries.

18.30 MCH work will include immunisation, health and nutrition education, regular care for the under fives, maternity services, and planned parenthood. There will be no family planning campaign. The planned parenthood function refers to child spacing and birth evidence for medical reasons. A new system of patient records will be introduced. One senior headquarters officer, who will have full responsibility for the direction and co-ordination of this work, will chair an MCH Guidance Committee.

Dental Services

18.31 While no major expansion in dental service is envisaged, the direction of the service will be radically altered. Presently, four dentists represent the entire force of dental health care in the country. Inevitably, they spend a high proportion of their available time undertaking simple preventive and curative tasks which utilise only a fraction of their skill. There is, thus, wide scope for the introduction of locally trained dental therapists, both to leave the dentists to undertake referred specialist work, and widen the coverage of effective preventive dental care.

18.32 However, as dental health cannot command a high priority, introduction of dental therapists will be gradual, with two operating by 1980, envisaging a further four by 1985. They will be given three years of training, partly on-the-job, and partly attending relevant courses at the School of Nursing. Recruitment, to commence in mid-1976, will be two every other year until 1980. The first of these therapists would be operating largely in rural schools and a mobile clinic will be provided for this in 1979. In addition, a mobile clinic is required immediately for existing services.

Table 18.22

CAPITAL EXPENDITURES ON HEALTH 1975/76 TO 1979/80

In Current Prices (D'000's)

Project	1975/76	76/77	77/78	78/79	79/80	Totals
Improvements to Royal Victoria Hospital, and Blood Bank	390	60	60	70	-	580
Bansang Hospital expansion and improvements	630	690	890	140	-	2,350
Health Centres, Dispensaries & Clinics (New construction & rehabilitation)	240	2,295	1,690	1,770	2,215	8,210
Training facilities, Banjul	70	230	-	-	-	300
Mansakonko & Bansang Auxiliary Training Schools	30	60	-	-	-	90
Sub-dispensaries*	-	-	-	100	170	270
Other (equipment for rural services, transport & sundries)	160	1,430	30	30	40	1,690
Totals	1,520	4,765	2,670	2,110	2,425	13,490

*The actual number to be built is yet to be determined, it is expected that 'self-help' will be organised for the construction.

**Includes carryover of D1,170,000 from previous Plan period.

CHAPTER 19 - HOUSING

Objectives

19.1 Housing is one of the basic needs of any society and the quality of the housing stock contributes very directly to family and community welfare. Its development is an essential part of any balanced economic and social programme. Although present standards of rural housing still leave considerable room for improvement, it is in the urban areas that the worst housing problems manifest themselves and it is here that Government, with its very limited resources, must concentrate its direct assistance for the next five years.

19.2 The severe shortfall of housing for the low-income groups in and near Banjul, almost certainly approaching 30%, manifests itself in over-crowding, insanitary conditions and high rents. Over 85% of the households consist of eight persons with a joint annual income of less than D2,500. The situation is further aggravated by an urban population growth rate of over 3% per annum. Government attention will be primarily directed towards encouraging self-help schemes for low-cost housing.

19.3 Related to this, but also to other public and private sector housing development, Government can play a very valuable catalytic role in the research and dissemination of low-cost building designs, construction techniques, and local building materials. It will also assist in the development of a body of trained construction manpower (see Chapters 12 and 17), and tackle a serious current need for institutional development in the provision of housing finance. By following selective direct and indirect stimulation, the annual level of house construction in the Banjul-Kombo area will be boosted from its current level of 120 units per annum, to a level of 350 units per annum in 1980, a total of 1000 during the Plan period. Of these, the proportion of units at less than D10,000 will increase rapidly during the period 1977/78-1979/80 as new low-cost schemes come on stream. The national capital formation in housing is estimated to rise to D4.8 million by 1979/80, of which D0.8 million would be financed by the public sector. As a proportion of total gross national investment, this will represent an increase from 7% to just under 12% over the Plan period. Public sector pool and institutional housing is dealt with in detail in Chapter 21.

Strategy

19.4 Excluding publicly owned property, responsibility for housing policy rests with the Ministry for Local Government. The planning, regulation and the execution of selective programmes will continue to be under the purview of the Ministry until the beginning of the fourth year of the Plan period, at which time the experience gained over the previous three years will be helpful in deciding which institutional form an effective housing programme should be given in The Gambia. If it does not become a full-fledged Ministry, administration of housing development at that time will in all likelihood be delegated to the parastatal sector in the form of an Authority or Corporation. Strategy for the Housing Sector is thus summarised as:

19.4.1 the institutionalising of the housing industry;

19.4.2 to raise production rates of housing, particularly in the private sector;

19.4.3 assisting in stimulating, organising (where necessary) and institutionalising the housing finance field;

19.4.4 the promoting of reductions in the cost of housing by reviewing the existing taxes on building materials, encouraging building research and the production of cheaper, as well as indigenous building materials;

19.4.5 ensuring adequate training for the different professions and trades engaged in housing construction;

19.4.6 the enforcement of minimum standards, in order to eliminate structurally unsafe buildings and those unfit for human habitation, through the revision of building codes and regulations;

19.4.7 providing technical assistance and financial aid for the traditional Self-Help and Site-and-Service housing schemes in order to obtain more satisfactory standards with regard to health, safety and resistance to inclement weather; and

19.4.8 progressive improvement of the existing housing stock through elimination, rehabilitation, and new construction.

Institutional Development

19.5 There is a real need for a housing development and finance corporation, but for at least the first three years of the Plan period this function will require to be met by a section in existing organisations, namely, the Ministry of Local Government and the Commercial and Development Bank. Initially, these organisations and thereafter the parastatal body will require modest technical assistance and some public funds. By 1978/79, as the latter becomes established, the funds made available to it will be considerably expanded. The existing Housing Loan Fund for civil servants will be transferred to the organisation.

19.6 Between 1975/76 and 1977/78, the Ministry for Local Government will, in co-operation with the Commercial and Development Bank and interested elements of the private sector, collect relevant data on housing needs, plan land development for new low-cost housing, establish the framework for a house mortgage scheme, and execute and evaluate pilot site-and-service and low-cost housing projects. The data, part of which is already available, relate to the total needs of the community, the wishes of the individual potential house owner, and the ability of the needy to construct and finance part or all of their own housing. Successful low-cost housing development will require careful selection and distribution of sites. This will, primarily, be the responsibility of the Ministry. Certain advice has already been received on methodology of house mortgage finance and this will be built upon by the Bank for widespread implementation by 1977/78, either directly or through the responsible corporation. It is estimated that there are 3,000 land leaseholders currently seeking finance for house construction.

Research and Evaluation

19.7 The various pilot schemes proposed will be financed by Central Government and undertaken by the Ministry for Local Government which will sub-contract to a competent agency. The Ministry will test the costing and customer suitability of various design proposals. It is hoped that any lessons learnt here will be transferable to the public sector construction industry, as well as being disseminated throughout the Gambian private and self-help sectors. (See Chapter 12.)

Housing Controls

19.8 Rapid elimination of every sub-standard housing area is unrealistic with the limited resources available. As preference is given in future Site-and-Service schemes to the most pressed tenants paying exceptionally high rents, the pressure on the most sub-standard housing areas will be partially relieved. However, the creation of additional housing problem areas will, unfortunately, continue over the next few years until an effective housing policy and its programmes are instituted. Housing will improve as sound land use principles are introduced and new building regulations more strictly enforced.

Table 19.6

INVESTMENT IN HOUSING
(D'000)

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Public Sector</u>					
Pilot Site and Service Scheme	25	150	-	-	-
Pilot Low-Cost Housing Scheme	35	-	-	-	-
Mortgage Finance (new funds)	-	50	250	500	800
TOTAL	60	200	250	500	800
<u>Private Sector</u>	'				
Investment in Housing (urban and rural)	2,310	2,700	2,970	3,450	4,000
GRAND TOTAL	2,370	2,900	3,220	3,950	4,800

CHAPTER 20 - SOCIAL DEVELOPMENT AND WELFARE

20.1 The social development of the nation, the changes in the structure and form of society, are as fundamental to any increase in real welfare as economic development. The costs of neglecting the former would be high, both in terms of restraint of economic progress and in social distress. With meaningful attention to social progress, real community distress can be reduced, but this will take time and is unlikely to be entirely successful. Hence the need for some social welfare provision.

Objectives

20.2 These are summarised, for both the social development and welfare, as follows:-

20.2.1 On the basis of a sound understanding of the formal and informal make-up of urban and rural communities, provide the means of retention of those elements which make a real and lasting positive contribution, and a means of change for those elements which make a negative contribution.

20.2.2 Bearing in mind the resources likely to be available in both the Public and Private sectors, maximise the alleviation of physical and mental stress in the community.

20.2.3 Avoid those forms of the development where the social cost to the community is manifestly greater than the material gain.

Strategy

20.3 The prime element of the strategy for the next five years is to lay a solid base for long term development in terms of sociological information and skilled personnel. Thus:-

20.3.1 The compilation of detailed knowledge of Gambian society by a series of studies and surveys.

20.3.2 The development of a small body of trained staff to run a welfare service for the Banjul-Brikama area.

20.3.3 An attack on known urgent social problems, using, to a large degree, the staff resources of other departments and agencies.

20.3.4 As sociological research improves, increasing consideration will be given to social development issues in the national planning process.

Sociological Research

20.4 This is critical to the identification and success of a long term social development strategy. It will involve a number of studies related to the adaptability and limitations of Gambian society and, in particular, how it has reacted and is likely to react to the "shocks" of the various forms of economic development. A limited amount of work has already been done, in particular related to the tourist industry (see 14.7), but a number of short-term experts will be required to complement the local knowledge gained by domestic staff and thereby assist in the production of future studies. These will be related to such problems as rural/urban drift, urban unemployment among school-leavers, rapid rural change, and tourism. The day to day work of the department will also be documented and analysed as a contribution to the necessary research data.

Personnel

20.5 Given training requirements and the lack of Sociological research, it would be both difficult and not very effective to expand rapidly the department. Two trained local staff are in post. Three trainees will be taken on in 1975/76 and two annually thereafter. Training will comprise one year on the job, followed by a two-year overseas course. This will give five qualified staff and six under training by 1979/80. Arrangements will be made to give a small number of the best trained staff some practical knowledge of other West African welfare departments.

Social Welfare

20.6 In the longer term, the social welfare programme will be expanded to cover all centres with more than 10,000 population, but during the Plan period it will be limited to Banjul-Kombo St Mary complex. It is in this area that the social problems are most apparent, and most potentially dangerous. Headquarters staff will do both field work and operate a Citizens Advice Bureau. The two most senior officers will also be required to liaise with other public and private sector agencies and, later in the Plan period, devote time to the co-ordination, collection and analysis of data. The service will at this stage concentrate its efforts upon migrants coming into Banjul, the physically and mentally handicapped, and juvenile delinquency. A number of the future trainees will specialise on probationary work but, until they are qualified and experienced, much of the burden will have to fall on the general headquarters staff.

20.7 The future of the small School for the Blind in YBK, now run by Government, will be assessed. No major programme will emerge in this field during the Plan period.

20.8 It is proposed to replace the recently closed farming school for young criminal offenders with a Youth Rehabilitation Centre which will attempt to achieve a reasonable balance between punishment and economic and social rehabilitation. It will be built at Farafenni, taking the offenders away from their social environment. The youths will be occupied in producing their own food, providing general community services in the town, and will be given some academic and vocational instruction. It will have 25 beds and charge fees to those parents who can afford to pay a fee. Cost is estimated at D175,000 and construction will be undertaken in 1976/77.

Liaison with other Agencies

20.9 In view of the serious budgetary constraints, this is a very important aspect of both the social development and social welfare. The Welfare Department should develop increasingly strong links with the Ministry of Planning in order to provide advice on the social effects of alternative economic development strategies. The Ministry of Information and Tourism will require advice on dealing with such matters as educational broadcasting and providing of a social information service to incoming tourists.

20.10 The field workers of the Community Development Department (see Chapter 4) will receive some training on basic social welfare and development from the Welfare Department. This should both assist the effectiveness of the Community Development effort and help the field workers to act as the agents of the Welfare Department in rural areas.

Voluntary Organisations

20.11 Outside the major formal spheres of Central Government, the voluntary organisations are potentially the greatest source of welfare activity in the country. The Welfare Department will give support and direction to the activities of the various agencies, particularly in the physically handicapped and youth rehabilitation.

Table 20.3

CAPITAL EXPENDITURE ON SOCIAL WELFARE 1975/76-1979/80
/Dalasi '000 in Current Prices/

	1975/76	1976/77	1977/78	1978/79	1979/80
Youth Rehabilitation Centre	25	50	100	-	-
Prison Improvements	1	-	-	30	35
Total	26	50	100	30	35

CHAPTER 21 - CENTRAL GOVERNMENT

Objectives

21.1 The aim is to create the structure of Government most appropriate for the tasks required of it, in the light of the socio-political environment in which it must operate, and to staff it as rapidly as possible with adequately trained and motivated local personnel. The importance of the public sector to The Gambia is such that the reform of its structure and the careful training of its manpower will be fundamental to the achievement of sustained development in the economic and social welfare of the people. Resource constraints are such that efficiency gains will primarily have to come from increases in operational productivity of the existing establishment and not necessarily increases in the size of the public service.

Strategy

21.2 The structure and manpower of the Civil Service has recently been the subject of a study and the following strategy will be implemented during the Plan period.

21.2.1 The introduction of a new salary structure for all Civil Service employees. The approved salary scales were implemented as from 1 April 1975.

21.2.2 A review of all allowances in the light of present circumstances and Plan priorities.

21.2.3 A piloting of the integration of the staffing structure in major sectors.

21.2.4 A clarification of Ministerial portfolios. This has virtually been completed, following publication of the Civil Service Commission Report.

21.2.5 A more systematic approach to Civil Service manpower development.

21.2.6 The use of foreign expertise where necessary.

21.2.7 The creation of a small Institute of Public Administration for local management training.

21.2.8 The strengthening of financial management and control.

21.2.9 The minimum necessary expansion of pool housing, and supporting transport.

21.3 This Chapter also covers the development of those sectors and elements of Central Government which have a broad central service function. Here, with the exception of the Fire Service, the strategy for these is directed towards improvement in rural coverage.

Remuneration

21.4 During the last decade, the pay structure of the Civil Service has, due to a large number of adjustments and amendments, become unduly complex making the preservation of fair differentials and cost-of-living adjustment extremely difficult. A new simplified and integrated salary structure has, however, been drawn up and will be introduced in the first few months of the Plan period. It reduces the lowest-highest paid differential from 1:20 to 1:14.5; reduces the number of separate scales from 105 to 22, with a median differential between scales of 14%.

The new structure will give a clearer relationship between responsibility and remuneration, and is so arranged that future across-the-board cost of living adjustments will be relatively simple operations. The existing price indices on which cost-of-living adjustments are made are not entirely adequate, but a Household Budget Survey is a priority item in the work programme of the Statistics Division (see Chapter 24) and this will allow the evolution of a more accurate indicator.

21.4 Most allowances have also been reviewed and updated. Most important for Plan implementation, a Provincial Service allowance will be introduced. The number of public holidays will be reduced from 12 to 10 and working hours will be reviewed.

Structure of the Civil Service

21.5 The tasks of the Civil Service are the formulation of policy under political direction, creating and operating the machinery for implementing approved policy, and accounting for their actions to both the Parliament and general public. During the last five years, there has been an attempt to broaden the scope and depth of Civil Service activity in the developmental field but, faced with rapid Gambianisation, a shortage of Gambians with managerial and technical skills, and the retention of most of the colonial administrative structure and operational techniques, the system has come under considerable strain. Only substantial but careful reform, heavy but selective training, and a high degree of commitment by all concerned will relieve the situation.

21.6 This Plan document is itself a broad statement of policy objectives and the means to be used to achieve these objectives - one indispensable element of these means is an effective Civil Service machine. Co-operation and co-ordination will be improved at three vital levels, at the top between the most senior civil servants, between departments within Ministries, and between field staff at the regional level. At the top, this will take the form of a monthly Permanent Secretary's meeting for co-ordination and the settlement of inter-Ministerial conflicts. The problem of lateral discourse within Ministries is a result of the retention of the independent "department" responsible not to the Permanent Secretary of the portfolio but directly to the Minister.

21.7 As a long term objective, Government accepts the concept of an integrated Ministry under a Permanent Secretary as its Senior Official. With regard to the specialist/generalist question, Government does not accept the view that integration of Ministries can only be achieved if the Permanent Secretary is drawn from a specialist background. It is Government's view that Permanent Secretaries could be generalists or specialists, and Government reserves the right of appropriate authorities making appointments to select the best men available for the jobs at the time of appointment.

21.8 The Permanent Secretary will supervise the complete portfolio with a number of functional departments operating under him. Department heads will, as far as possible, all be housed as a group, and will be responsible directly to the Permanent Secretary. These arrangements are designed to shorten the lines of communication, but will require the Permanent Secretary to delegate authority to defined levels at which limited decisions can be taken without further reference. With regard to nomenclature, Government intends to refer to political portfolios as "Ministries" and constituted divisions of Ministries as "Departments". This is an administrative decision, and it is considered that this nomenclature is most widely understood. It is also accepted that Departments will continue to vary in size.

The proposed organisational changes can be introduced only gradually, and after extensive planning. Lack of suitable buildings will be a major constraint.

Personnel

21.9 All personnel functions are to be centralised in the Establishments Section of the President's Office, ie the personnel management centre with, of course, consultation with the Ministry for Local Government before officers are transferred in Local Administration. All future appointments to the Administrative grade will be on merit promotion from the pool of Executive grade officers. Professional Officers will have the freedom to transfer into administrative posts where individuals have clear managerial capability or potential.

21.10 During 1974/75, a full manpower survey of the Civil Service was undertaken to determine in detail the status quo and to give guidelines for the future development of its manpower (see Table 21.10). As more secondary school and university graduates become available recruitment will require to become more selective (see Chapter 3). Training, both local (see below) and overseas, will follow a more specific programme to fill identified current and projected needs. Job evaluation will become an important aspect of Establishments work during the Plan period and, initially, expertise will have to be imported to start this work.

21.11 Public Administration, including Development Administration, is recognised as a profession which can and should to a large degree be taught, both institutionally and on-the-job. During the second year of the Plan period, a small Management Training Institute will be established at Yundum, operated initially by expatriate personnel. It will operate primarily for the public sector (Central Government, Local Government and Quasi-Government) for a wide range of personnel from Local Authority Treasurers to Permanent Secretaries, and will provide both the relevant courses and seminars together with field follow-up on post-course performance. Assessments by the Institute of individual capabilities should in time become important to the Public Service Commission in making promotions.

21.12 The combination of the expanded effort of the Civil Service, outlined in this Plan, with the need for further training of existing officers will place further strain on the performance of the public sector. This will be alleviated for much of the Plan period by technical assistance from other countries, including Africa.

Budgeting and Financial Control

21.13 The need for and value of effective budgeting and financial control is mentioned in Chapter 7 (para 27). This will be improved by a combination of training, discipline, and where necessary modification of the system. In certain areas the inherited colonial system is most inadequate and inappropriate. Systems review will, therefore, be a feature of the first three years of the Plan period to determine necessary changes, training and further reviews. The new Quadrangle block will be occupied by the Treasury, Audit and Income Tax Department. The space vacated by the Treasury will be taken up by the Police and Judiciary, and that of the Ministry of Agriculture by the Attorney General's Department. One of the existing Central Bank buildings will be taken over by the Information Department, leaving the Education and Labour Departments to expand within their existing buildings. The new block at Kanifing occupied by the Lands, Building Control and Survey Departments will vacate space available for the West African Examinations Council, Ministry for Local Government and the Public Works Department respectively. In 1977/78, the old Quadrangle block housing the Ministry for Local Government and Attorney General will be substantially restructured.

21.14 The extension of the rural Government housing stock depends in each case on sectoral policy, almost all of it being either effectively institutional or directly tied to a post. The Government also owns 92 units of urban pool housing, almost entirely used for expatriate officers and advisers in Government (70) and parastatal organisations (22). The

pool stock will be expanded by 10 new units, by adding the Yundum Agricultural Station (18) and by phasing out employees of parastatal organisations into the private housing market. Purpose-built houses for accommodation for 10 expatriate volunteers will also be constructed in Banjul in the Plan period. Plans will be drawn up for the phased movement of the PWD from Banjul to Kanifing, starting in 1979/80.

21.15 Excluding the Ministry of Agriculture and the Police Force, which operate self-contained fleets, and the construction vehicles of the Public Works Department, there are some 130 vehicles servicing departments of Central Government. Over half of these are Landrovers and 20% of the total are more than four years old. During the Plan period, the size of this fleet will expand by 25 vehicles and the effective utilisation of the fleet improved through closer administrative control and more efficient preventative maintenance by the mechanical section of the PWD. Adequate provision for replacement of the existing stock will also be made.

Judicial, Police, Fire and Customs

21.16 New Court houses have recently been built at Kanifing and Kerewan. Further units will be built during the Plan period at Georgetown, Basse and Mansakonko (D750,000 each at 1975 prices). As trained manpower becomes available resident provincial magistrates will be appointed to Basse and Kerewan, and the required housing for these magistrates and their registrars will be constructed.

21.17 The Police Force will see modest expansion, primarily in the Provinces. The Bakau depot will be marginally expanded and a new rural base for the proposed Field Construction Unit will be built. The Construction Unit will require a heavy input of buildings, equipment and technical advice during the first three years of the Plan. By 1976/77, it will have begun to establish a capability to both construct rural police facilities, and assist Local Authorities in selected local engineering projects, in particular feeder roads. The Police presence in Serrekunda will be expanded in the period 1975/76-1977/78 to keep pace with the rapidly growing population, and the modest programme of extending the effective coverage of the more remote parts of The Gambia will continue. The Kerewan Station will be completed in 1975/76 and new stations built at Kartong and Daibugu in the period 1976/77-1978/79, (D85,000 each at 1975 prices). The provision of supporting vehicles and equipment will be commensurate with this rate of expansion. The first phase of an independent police radio network is currently being installed to pilot the value and effectiveness of full coverage. Subject to a positive appraisal of this first phase the network will be completed during 1977/80.

21.18 The training and equipment needs of a fire service for Yundum International Airport, the urban areas of Banjul and Kombo St Mary, and the Tourist Development Area, will be the subject of a study in 1975/76. One new station is proposed for Bakau for 1977/78 and a considerable amount of new and replacement vehicles will of necessity require to be purchased over the Plan period - a total investment of over D1 million. Only one new customs post will be added during the Plan period - at Giberoo south of Brikama. One further patrol boat will be purchased in 1975/76 to perform Fishery protection and Coastguard functions.

Postal, Information, Broadcasting, Printing and Surveying Services

21.19 As with telecommunications, the status of the postal services will be the subject of a review during 1975/76. It is likely that, as a result of this study, the Postal section will become an entirely self-accounting department, its management will be temporarily strengthened by imported manpower, and its overseas training programme boosted. There are currently seven stationary and one mobile post office, the latter on

the river-boat, MV Lady Wright, and 13 postal agencies staffed by a total of 56 personnel. The eight Post Offices provide savings bank services, but although the number of accounts has increased in the last 20 years from 8,500 to 29,000, the total amount on deposit has remained fairly constant.

21.20 Internal mails circulate weekly. By 1977, this will be doubled to twice-weekly using the facility of the rural bus services of the National Transport Corporation. For overseas mail, more study of the flows involved will be required over the next year before system reform can be proposed and implemented. With a growing tourist industry, priority attention will be given to increasing philatelic sales, using commercial banks as agents where necessary. In 1975/76-1976/77 a new Post Office will be built at Serrekunda to take some of the urban load off the Banjul Headquarters. Small new rural offices will be built at Farafenni and Georgetown in 1976/77 and 1977/78. In 1978/79, the Banjul Headquarters will be refurnished.

Printed information services will see gradual rather than dramatic expansion towards improving effective rural coverage of local social, political and administrative matters during the Plan period. Publication of the Bulletin will be increased from thrice weekly to daily. The major development will be the introduction of national medium wave coverage to Radio Gambia by mid-1976. Before this comes on stream, preliminary efforts will be made to establish an effective Educational Broadcasting Unit. It will be responsible for co-operation with the relevant specialised departments, co-ordinating the production of broadcasting and supporting printed material in the area of Schools, Farmer and Health education. The necessary expertise will initially require to be imported. A small block will be constructed to accommodate the Unit adjacent to the Radio Gambia Studios, (see also Chapter 17).

21.21 The Government Printery (see also Chapter 11) is the only full printing works established in The Gambia. It will be the subject of a management and technical study in 1975/76 in order to ensure that budgeting and costing procedures are adequate, that the necessary technical innovation is efficiently undertaken, and that, in the light of this, the necessary provisions are being made for staff training. There will be a small investment in machinery over the next three years as the printery expands its photo-offset capacity.

21.22 The Survey Department plays an important role in both the development of natural resources and the administration of urban communities. The Department undertakes both the general topographic and cadastral work. Photographic coverage at 1:50,000 exists and ground completion related to this is expected in 1976/77. A 1:10,000 coastal map, a 1:25,000 map of the Kombo peninsular and a 1:1,250 of Banjul will be available in 1976/77, 1977/78 and 1978/79 respectively. In 1975/76, a precise traverse link will also be made between Kaolack and certain control points in The Gambia. This will be a joint Senegalo-Gambian project to settle boundary demarcation between the two countries.

INVESTMENT IN ADMINISTRATIVE INFRASTRUCTURE 1975/76-1979/80
(D'000 - Current Prices)

	1975/76	76/77	77/78	78/79	79/80
New Parliament Building	5*	5*	5*	5*	5*
Institute of Public Administration	5	145	-	-	-
<u>Office Accommodation</u>					
Quadrangle Block	250	230	20	-	-
Block, Kanifing	50	250	-	-	-
Various Minor Additions	75	25	100	50	60
Old Quadrangle Blgs, Restructuring	-	-	10	90	10
<u>Housing</u>					
New Units, Central Pool	50	175	125	140	190
Volunteer Accommodation**	-	-	25	100	-
Rural, Non-Institutional	200	150	160	100	120
<u>Judicial, Police, Fire, Customs</u>					
New Court Houses	-	-	80	100	75
Rural Magist. Reg. Quarters	-	-	-	55	65
Bakau Depot, Police Quarters	250	10	-	-	-
Rural Depot, Police Quarters	-	275	305	330	370
Urban Stations	112	-	100	-	-
Rural Stations	70	75	95	85	-
Fire Station, Bakau	-	-	150	85	-
Quarters Airfield FS	55	-	-	-	-
Customs Post, Giberoo	-	25	70	-	-
Coastal Patrol Vessel	50	450	100	-	-
Police Radio Equipment	10	40	40	10	-
Police Construction Equipment	100	200	200	-	-
<u>Postal, Information and Brg.Surveying</u>					
Post Office, Serrekunda	50	50	-	-	-
Post Offices, Rural	-	20	25	35	40
Postal HQ, Banjul	-	-	10	80	10
Broadcasting Transmitters	820	130	-	-	-
Survey Equipment	20	50	5	10	10
<u>Vehicles, New</u>					
Central Pool	45	50	30	35	40
Police Depot	40	45	45	55	50
Police Stations	50	-	60	-	-
Fire Service	-	100	350	200	100
<u>Vehicles, Replacement</u>					
Central Pool	200	230	260	295	330
Police	80	95	110	125	145
Fire Service	-	120	150	75	85
TOTAL ABOVE	2,587	2,945	2,630	2,060	1,705

NOTE -

* Token allocations.

**Includes Commissioners Residence and Rest House, Kerewan.

FUNCTIONAL AREAS OF GOVERNMENT BY HIGHEST LEVEL OF EDUCATION AND TRAINING ACHIEVED

	Less Than JSC	JS Cert	RSA C of E Equivs	WASC "O" Levels Equivs	WASC "A" Levels Equivs	Certificates Following Formal Education	Diplomas Post "O" Levels	Full Prof Qual	Degree Total
1. President	69	0	0	51	0	8	13	0	6
2. Legislature	3	0	0	0	1	0	0	0	4
3. Judicial	27	1	0	3	0	2	0	4	39
4. Public Service Comm	1	0	0	0	1	0	0	0	3
5. Audit	8	0	0	6	0	5	2	0	24
6. Police	723	35	3	9	0	19	10	0	801
7. Printing	74	5	1	0	0	6	2	0	88
8. Inform/Broadcasting	21	0	2	7	2	14	5	0	53
9. Ext Affairs	30	25	0	15	1	2	1	0	86
10. Attorney General	11	0	0	1	0	1	3	1	2
11. Finance	126	0	4	36	2	13	2	0	187
15. Local Government	38	1	1	23	1	8	13	0	90
16. Administration	37	2	0	2	0	2	2	0	67
17. Surveys	45	0	1	5	0	6	1	0	58
18. Agric	470	58	3	23	1	155	16	1	741
19. Work & Comms	57	0	3	11	0	5	2	0	80
20. Public Works	438	20	0	15	2	45	13	5	543
23. Civil Aviation	8	1	0	3	0	10	1	0	24
24. Posts & Telecomm	114	5	2	21	0	16	1	1	161
25. Educ Soc Wel Prisons	150	6	2	23	1	442	12	2	660
26. Health & Labour	4	0	0	0	0	0	1	0	6
27. Labour	4	0	1	3	0	3	0	0	11
28. Medical & Health	310	28	3	41	0	166	15	21	585
	2,768	187	26	298	12	928	115	35	108
									4,477

There was a 14.7% nil-return in this exercise and this figure has had to be distributed on the basis of "best assessment" possible.

CHAPTER 22 - LOCAL GOVERNMENT

Objectives

22.1 Local authorities, that is the six rural Councils (AC's), the Kanifing Urban District Council (KUDC), the Banjul City Council (BCC), and the lower tier 35 District Authorities, play a modest but very important role in the provision of certain administrative, economic and social services, and hold considerable potential in the "grass-roots" development of the nation, by the nation. The policy objectives for this sector are to strengthen local support for, and the effective executive ability of, local government agencies along functional lines clearly defined so that local aspirations are realised in such a way as to be consistent with national policies and at the maximum level within available national resources.

22.2 No radical change in the role of the local government machinery is proposed - rather the steady strengthening of the administrative and executive capacity to allow more effective operation in areas more clearly defined vis-a-vis Central Government.

Strategy

22.3 This falls broadly into two areas, staffing and finance, this in the longer term being determined by the authority and responsibilities of the local government machine. Where it has a responsibility, it can only reasonably be expected to execute this responsibility to the satisfaction of the general public when adequate and appropriate finance and manpower are available. The strategy is:

22.3.1 A considerably enhanced programme of management and technical training for local authority personnel.

22.3.2 The introduction of common minimum criteria to the recruitment of local authority officials.

22.3.3 The phased introduction of tighter financial controls.

22.3.4 An early review of local authority revenues and transfers to and from Central Government.

22.3.5 More specific guidance from Central Government on the co-ordination of local authority services and capital expenditure with national policies and programmes.

22.3.6 Closer local co-ordination between Central Government agencies and local authorities in the selection and execution of local development projects.

Administrative and Technical Personnel

22.4 Each Area Council is served by at least an Executive Officer, a Treasurer, a Works Supervisor and a number of Revenue Collectors. The BCC has a Town Clerk, a Mechanical/Works Superintendent, Treasurer, and an Abattoir Superintendent. Of all the administrative personnel only five have received any formal training. Outside Banjul, none of the Works Superintendents have more than on-the-job experience. The proposed Management Training Institute (see Chapter 21) will play a major role in giving basic training to Council Treasurers - a critical need for better financial control. Those Executive Officers who will not have undertaken overseas training will do so during the Plan period, if possible supplemented by short courses at the Institute. A special programme for Works Supervisors will be introduced. It will offer a combination of Institute Training and secondment to either a Ministry of Works Divisional Engineer or the Field Force Construction Unit (see

Chapter 12). This cannot, however, be effected before 1977 for most Works Supervisors. Minimum entry standards for Local Government staff will be made and centrally enforced.

22.5 Financial management will only begin to be adequate when most, if not all, Treasurers have been trained. Moreover, the existing Local Government Inspectorate, consisting of two officers, cannot be expected to operate either a comprehensive book audit or a physical check of activities. Until training brings its dividends, heavy reliance will be placed on the Divisional Development Committee (see Chapter 24) to check and report on the physical progress of local development projects. The Government's Audit Department, which will become mobile, will also make a number of random checks on expenditure of Central Government grants.

Finance

22.6 Table 22.6 illustrates the source and volume of Area Council revenues. Rates and taxes are levied on "strange" farmers, lodgers, cattle, leaseland and accommodation. License fees are collected from hawkers, traders, restaurant keepers, cinema owners and a variety of other sources. Central Government grants are given to District Authorities to cover 50% of the salaries of Chiefs and one third of the salaries of their more junior officers. Councils also keep small amounts banked as reserves, a national total of D350,000 in 1974/75.

22.7 Table 22.7 illustrates the wide functional distribution of expenditure. Administration absorbs approximately 40% of rural Area Council recurrent outlays, the balance going to finance the salaries of, and materials for, selected junior extension agents. The bulk of capital expenditure on minor works is financed by the Councils themselves, although grants from Central Government are available and are used for selected projects. A proportion of certain receipts is given as a contribution to Central Government revenues. This, which in total amounted to only D100,000 in 1974/75, will cease in 1976/77.

The whole area of local authority revenue, its source, levels, and method of collection will be the subject of a study in 1976. It is an immediately serious problem for the BCC, but also a running issue for the smaller authorities. In the light of this study, reforms will be initiated in 1977/78. Expenditure projections for the sector as a whole are given in Table 22.8.

Guidance and Co-ordination

22.9 While local authorities are independently elected authorities, many of their actions require the approval of Central Government, normally the Ministry for Local Government and Lands. There is also a broader administrative requirement involving all central Ministries and Departments for some clearer policy direction in the development activities of authorities and how these activities relate to action by Central Government bodies.

22.10 The local authorities use paid labour or contractors for their projects. Where self-help is involved in a programme, it will be the responsibility of the Community Development Department or the Primary School Building Unit. The exercise to be undertaken by the Community Development Department (see Chapter 4) more positively to identify its most effective areas for action will in turn help to define functional areas for local authority action. Within sectors, this Plan defines to varying degrees specific programmes or projects for Area Councils - sub-dispensaries and village sanitation (also self-help) (Chapter 18), utilities (Chapter 16), public markets (Chapter 13) and roads (Chapter 15). Given trekking arrangements for their staff, the Ministry

of Health will give detailed recommendations on the location of new sub-dispensaries and will also advise local authorities and the Community Development Department directly on the general and particular requirement for village sanitation facilities, a high priority. Utilities largely concerns village well construction. Here, a central co-ordinating unit and a new Water Board will be established under the Ministry for Local Government to oversee the required input of equipment and materials, the programming of construction towards priority needs for villages, schools and health centres, and to undertake inspection of the completed projects. The Community Development Department will supervise a programme for the improvement of village human waste disposal. Only the major roads are delineated in the Plan - the identification and implementation of small feeder roads will be an on-going exercise. Land use control (see Chapters 8 and 9) will have to be developed in close co-ordination with both the Area and District Authorities.

22.11 With the local authorities, the Community Development Department, various other Central Government departments, and in time, the Field Force Construction Unit, all undertaking small rural projects, co-ordination in project selection and implementation will be needed not just from the top but also at ground level. Here, the recently formulated Divisional Development Committees will have a prime role to play (see Chapter 24), advised and assisted by the Divisional Commissioners. The Commissioners, currently devoting a very substantial proportion of their time to settling local disputes, acting as magistrates and providing local information to Central Government, will begin to devote more of their attention to day-to-day guidance and advice to local authorities and to co-ordination of all public and private agencies involved in rural development.

22.12 The Commissioners will be facilitated in this by the introduction of qualified residential magistrates at each major centre, and by the introduction of trained Development Officers to work under their direction. Both these developments will be phased as qualified manpower is made available.

Table 22.8

AREA COUNCILS EXPENDITURE 1975/76-1979/80

D'000 in Current Prices

	1975/76	1976/77	1977/78	1978/79	1979/80
A. Capital Expenditure					
Village Wells*	50	100	75	75	75
Other Rural Expenditures	395	400	490	700	965
Banjul Refuse Disposal	-	-	-	150	350
Other Urban Expenditures	370	400	425	325	210
Total	815	900	990	1,250	1,600
B. Recurrent Expenditure					
Total in constant prices of 1974/75**	2,360	2,420	2,500	2,650	2,810

*This item is included in the public utilities chapter.

**To overcome the problem of inflation area councils will receive guidance from the Ministry for Local Government, along similar lines to those adopted by Central Government (see Chapter 7).

Table 22.6

SOURCES OF AREA COUNCIL REVENUE 1974/75
(Dalasi '000)

Items	All Area Councils	Kuntaur	Georgetown	Basse	Mansakonko	Brikama	Kerewan	Kanifing UDC	Banjul CC
Rates and Taxes	982	104	125	169	72	133	219	93	67
Lands	43	4	16	9	4	5	5	-	-
Tribunals	20	1	3	6	4	2	3	1	-
Trade Licences	194	11	15	16	12	14	25	16	85
Markets	208	1	3	5	1	5	4	17	172
Public Lands	85	18	4	48	2	7	3	3	-
Recurrent Grants (Central Government)	144	17	15	21	10	12	14	-	55
Capital Grants (Central Government)	361	42	60	50	73	50	76	10	-
Miscellaneous	270	12	28	61	9	29	23	30	78
Total	2,307	210	269	385	187	257	372	170	457
Revenue per Head	6	4	5	4	3	2	3	4	27

Table 22.7

DISTRIBUTION OF AREA COUNCIL EXPENDITURE - 1974/75
(Dalasi '000)

Item of Expenditure	All Area and Urban Councils	Kuntaur	Georgetown	Basse	Mansakonko	Brikama	Kerewan	Kanifing UDC	Banjul CC
Administration	647	67	69	80	63	112	82	19	155
Agriculture	41	14	14	2	2	4	4	1	-
Forestry	28	7	6	4	4	5	1	1	-
Veterinary	31	5	3	7	3	8	5	-	-
Works and Communications	433	21	34	32	14	37	37	40	218
Education	206	13	14	12	18	44	26	9	70
Medical and Health	630	11	19	21	13	46	51	27	442
Contrib. to Central Government	109	18	6	21	5	26	30	3	-
Miscellaneous	215	-	3	-	-	-	4	1.	207
Total Recurrent	2,340	156	168	179	122	282	240	101	1,092
Capital Expenditure	382	55	72	56	68	63	58	10	-

CHAPTER 23 - PARASTATAL ORGANISATIONS

Objectives

23.1 This sector covers two broad types of institution. The first type ("Type A") are the organisations whose economic activity is deemed to be not of governmental nature but is still most appropriate for a publicly-owned institution. This includes organisations such as the Gambia Commercial and Development Bank and the Gambia Utilities Corporation. The second type ("Type B") denotes public participation in areas dominated by private sector activity. Examples of this type are African Hotels (Gambia) Limited and Gambia Fisheries Limited. Table 23.1 gives a summary of the Government portfolio (excluding the Central Bank, which is dealt with in Chapter 7); *inter alia*, the table shows the main activities of each of the institutions.

23.2 The objectives for the two types are rather different. The former are concerned with providing an efficient monopoly service to the public, although they are used, to some degree, as tools of general economic and social policy. The latter are concerned with a selection of organisations where it was deemed to be in the public interest to participate in an otherwise private activity. In most cases the public interest was best served by the establishment of a new activity (eg Gambia Hides Export Co Limited), the need for some local participation in a growth sector (eg Wing Afric Limited), or the need to ensure effective competition, and thereby consumer service, in a vital socio-economic area (eg National Trading Corporation).

23.3 This policy will continue. Where it is deemed to be in the public interest, activities will be taken into public ownership or Government controlled institutions will be set up. In some cases, this will be temporary, as a means of transferring ownership to the private Gambia sector. Any transfer to public ownership will only be undertaken with fair and reasonable compensation.

Strategy

23.4 To improve the operating and management efficiency of this sector, and to ensure that the objectives of portfolio ownership are reflected in the actions of the organisations concerned, Government will:-

23.4.1 Establish by statute the Gambia National Investment Board as a central portfolio management body.

23.4.2 Make the required capital investment funds available to relevant Corporations and Companies on the terms and for the purposes determined by Government.

23.4.3 Ensure that adequate technical and management training programmes are prepared and implemented.

23.4.4 Where appropriate bring in required expertise to advise on policy or operational reform.

23.4.5 Limit the expansion of this sector in new activities, prior attention being given to the consolidation of existing organisations and interests.

National Investment Board

23.5 The National Investment Board is expected to become operational during 1975/76. The constitution, powers, and responsibilities of this Board will be established by statute. It will be a "watch-dog" Board, but operational responsibility for the commercial (Group B) investments will be with the executives of the organisation. The chief executive

will be appointed to the Boards of the non-commercial (Group A) organisations to act as business adviser. It will be an important organisation with complete day-to-day autonomy but would not itself own any investment. These will remain under the ownership of Central Government. Where it is proposed that there be a new area of public participation, the NIB will be brought in as early as possible.

23.6 The National Investment Board is expected to make a significant contribution to continuing economic growth by improving the operating efficiency and development of the parastatal sector.

Existing Portfolio - Development and Financial Forecasts

23.7 The making of a five year projection for the wholly or partly commercial business concerns in this sector is less meaningful than, say, planning five years ahead in the health sector. These organisations are subject to changing market conditions and other variable factors which can make planning even one year ahead very difficult. The forecasts given below for the Type A institutions should, therefore, be treated with caution, particularly the figures for 1977/78 and later years.

23.8 Each of the profit forecasts is accompanied by a comment on the main assumption(s) on which it is based. It would not be practical to set all the assumptions used because of space constraints. Excepting GUC (Table 23.21), both the profit and capital expenditure forecasts have been expressed at 1975 prices. Projected capital expenditure for the Plan period is summarised in Table 23.7 in current prices.

23.9 Gambia Produce Marketing Board. The GPMB, set up originally as the Gambia Oilseeds Marketing Board in 1948, now has an extensive schedule of produce handled comprising groundnuts and groundnut products, palm kernel, cotton, and rice (domestic and imported). It owns and operates the vegetable oil milling complex and has subsidiary companies involved in groundnut evacuation (Gambia River Transport Limited) and overseas marketing. During the Plan period, the GPMB will acquire responsibility for the control and operation of the proposed central food storage network (see Chapter 9). There is the possibility that animal feed may be further added to its schedule.

23.10 Measured on the total asset basis, the GPMB is bigger than all other Quasi-Government institutions put together, excluding the Central Bank. At 30 September 1975, its price stabilisation reserves are expected to stand at some D53 millions.

23.11 Table 23.10 shows GPMB's actual results for 1972/73 and 1973/74, the estimated result for 1974/75, and the management's forecast results for 1975/76 through to 1979/80. Capital expenditure is also shown.

Table 23.10

GAMBIA PRODUCE MARKETING BOARD - FINANCES 1973-1980

In Millions of Dalasi	Actual		Estimated	Forecast				
Year Ending 30 September	1973	1974	1975	1976	1977	1978	1979	1980
Net Profit/(Loss) after Sales Tax, Depreciation and Interest								
	5.3	32.5	11.0	(3)	0	0	0	0
Capital Expenditure								
	5.0	0.5	2.5	1.5	1.0	1.5	2.0	1.0

23.12 The forecast of results is based on the assumption that the price stabilisation reserves will be slightly reduced (in money terms) during the Plan period to D50 millions by 1980. Using the expectations for inflation set out in Chapter 7, these 1980 reserves would amount to some D32.2 millions at 1975 prices, a reduction of 37.4% compared with the level of reserves at 30 September 1975.

23.13 The figures for capital expenditure reflect GPMB's policy of heavy investment in provincial produce storage depots and include D1.6 millions for a cotton ginnery at Basse, which is scheduled for completion in 1976.

23.14 Gambia Commercial and Development Bank. The Commercial and Development Bank opened its doors for business on 29 November 1972. Its actual results for the period of 30 June 1973, estimated results for 1974 and 1975, and the forecast for the five years to 30 June 1980, are set out in Table 23.14.

Table 23.7

SUMMARY OF CAPITAL EXPENDITURE BY PARASTATAL SECTOR 1975/76-1979/80
(Million Dalasi - Current Prices)

	1975/76	1976/77	1977/78	1978/79	1979/80
<u>Type A</u>					
GPMB	1.5	1.1	1.6	2.3	1.3
GPA	0.4	7.0	1.0	0.35	0.7
GUC	0.9	5.4	4.1	1.2	2.35
Civil Aviation Authority	1.15	1.0	9.0	-	-
Transport Authority	0.9	0.1	-	-	-
	4.85	14.6	15.7	3.85	4.35
<u>Type B</u>					
Estimate for Existing* Group:-					
Mining Company	0.2	0.25	0.3	0.4	0.5
	0.6	3.0	3.5	0.1	-
	0.8	3.25	3.8	0.5	0.5
Total for Sector	5.65	17.85	19.5	4.35	4.85

Note:- Apart from this item all the figures are duplicated in sectoral capital expenditure summaries in the Plan.

Where the funds are on-lent from Government the timing of expenditure may not be identical to the other capital expenditure tables.

Table 23.14

GAMBIA COMMERCIAL AND DEVELOPMENT BANK - FINANCE 1973-1980

In D'000	Actual	Estimated		Forecast				
		1974	1975	1976	1977	1978	1979	1980
Period Ending 30 June 1973								
Net Profit/(Loss)								
After Tax	(152)	278	1,000	1,060	1,125	1,190	1,260	1,335

23.16 The D152,000 loss in the first period of business was caused by losses on the revaluation of the dalasi, but for which there would have been profits of the same order.

23.16 The forecast is based on the Commercial and Development Bank's management's expectation of a rate of growth of the Bank of 6% per annum in real terms. The profit growth is expected to come from enlargement of the volume of commercial banking activity rather than from any new activities. The growth in commercial banking is expected to be derived both from an increase in the affluence of the existing customers and from greater market penetration. During the Plan period, it will take a more active role in the development of agriculture and industry (see Chapters 8, 11 and 13) and be the initial administrative focus for the finance of low-cost housing development (see Chapter 19). The Central Government will take prime responsibility for making available the necessary funding for these activities on appropriate terms.

Gambia Ports Authority

23.17 The GPA commenced operations on 1 July 1972, taking over from Government those port, harbour, dockyard, ferry, river services and maritime functions formerly shared by the Marine Department and other Government Departments. Table 23.17 shows the Authority's actual results for 1972/73 and 1973/74, the estimated result for 1974/75, and the management's forecast results for 1975/76 through 1979/80. Capital expenditure is also shown.

Table 23.17

GAMBIA PORTS AUTHORITY - FINANCES 1973-1980

In D'000	Actual	Estimated		Forecast					
		1973	1974	1975	1976	1977	1978	1979	1980
Year Ending 30 June									
Net Profit/(Loss)									
After Depreciation and Interest	445	723	150	125	(12)	(48)	50	90	
Capital Expenditure	981	26	10,120	400	7,000	800	250	500	

23.18 The main assumption on which the forecast of results is based is that a tariff increase of 40% on average will have been implemented by August 1975. No subsequent tariff increases have been built into the forecast (which is at 1975 prices, as stated above), but clearly increases will be required to compensate for inflation, to avoid losses, and to provide a reasonable return on the funds invested. These later increases will be effected when and to the extent that the situation demands.

23.19 The heavy capital expenditure in 1974/75 reflects the facilities made available to ocean-going shipping. Phase II of the project, which involve a 600 feet extension of the new wharf, is not expected to be implemented during the Plan period, although there is the qualification that the method of handling the proposed mineral exports (see Chapter 10) is not yet known. The operations of the dockyard are currently the subject of a study.

23.20 The almost equally heavy capital expenditure forecast for 1976/77 comprises the cost of planned replacement of the 'Lady Wright' with a similar vessel and, regarding the Banjul/Barra ferry service, the acquisition of a new ferry and terminal improvements. The balance of the forecast capital expenditure consists mainly of the replacement of and improvements to the existing assets, and land reclamation. Management of the Authority will continue to be strengthened along lines already detailed.

Gambia Utilities Corporation

23.21 The GUC also commenced operations on 1 July 1972, taking over from Government the electricity and water services which had been administered by the Electricity and the Public Works Departments of the Ministry of Works and Communications, respectively. Table 23.21 shows the Corporation's actual results for 1972/73 and 1973/74, the management's estimate of the result for 1974/75 and forecast results for 1975/76 through to 1979/80. Capital expenditure is also shown.

Table 23.21

GAMBIA UTILITIES CORPORATION - FINANCES 1973-1980

In D'000	Actual		Estimated		Forecast			
Year to 30 June	1973	1974	1975	1976	1977	1978	1979	1980
Net Profit/(Loss) After Depreciation and Interest	(409)	(1,079)	(745)	11	1	265	337	823
Capital Expenditure	252	297	858	925	5,381	4,116	1,183	2,348

23.22 When considering the GUC's results for the three years to 30 June 1975, there is need to bear in mind that, although pre-1972 comparisons are difficult, these losses are certainly much smaller than the losses made by Government on its electricity and water services. It was GUC, for example, which introduced charges for water services which hitherto had been free.

23.23 The main assumption on which the forecast of results is based concerns tariff increases. These are taken to be as follows:-

23.23.1 For electricity, a $33\frac{1}{3}\%$ increase on or soon after 1 July 1975, but no further increase until 1979/80 when a 10% increase is envisaged.

23.23.2 For water, at or soon after 1 July 1975, an average increase of 50% bearing most heavily on hotels (130% increase) and least heavily on domestic standpipes (25% increase). Further average increases of the order of 10% per annum through to 1979/80 are also assumed.

These assumed increases take account of the probable level of inflation.

23.24 The capital expenditure which is planned comprises mainly of the GUC component of the Infrastructure and Tourism Project. This includes:-

23.24.1 Improving electricity and water services in Banjul and its suburbs, and extending them southwards into the Tourism Development Area.

23.24.2 Adapting the Half Die electricity generators to burn heavy fuel oil, which offers considerable cost savings compared with the light oil now burnt.

23.24.3 Providing a sewerage system serving the three proposed resort sites in the TDA.

On-going works are also allowed for in the forecast. When the first phase of the Banjul reticulated sewerage network is completed in 1981/82 the GUC will take over responsibility for its operation.

23.25 During 1975/76 the Corporation will be the subject of a thorough management consultancy to ensure its survival as a vigorous and strong public utility.

Commercial (Type B) Institutions

23.26 Details of the Type B institutions are set out at Table 23.1. The main point to note in this Table is that the assets of the Type B institutions, adjusted where necessary to take account of Government's equity holding, amount to only D4.2 millions. This reflects Government's restrained attitude to intervention in private enterprise. Points of particular interest are mentioned below.

23.27 African Hotels (Gambia) Limited underwent a capital reconstruction in April 1975, following which it is expected to show some profits in future years. The Company is still highly geared, however, and a further increase in the equity may be required in order to provide a sound basis for future dividend payments.

23.27 The National Trading Corporation is expanding rapidly. Its profitability is not yet known since its first annual report has not yet been presented to Parliament. High priority will be given to the development of the NTC's administrative systems in order to ensure that growth (see Chapter 13) does not take place at the expense of efficiency.

Table 23.1

DETAILS OF GOVERNMENT INVESTMENTS
TYPE A: SUBJECT TO STATUTORY CONTROL (AS AT MID-1975)

Name of Organisation	Main Activities	Equity Owned by Govt	Size		Remarks
			Total Assets	Approx Staff	
Gambia Produce Marketing Board	Securing the most favourable arrangements for the purchase for export and sale of certain produce, particularly groundnuts.	% (1) D'000 68,650 (30/9/74)	100 (Jan '75)	Subsidiary companies: Gambia Produce Marketing Company Ltd (owned 100%); Gambia River Transport Ltd (take-over arrangements not yet finalised).	
Gambia Commercial and Development Bank	Commercial banking; financing development projects and commercial concerns.	52	10,000 (2) (30/6/74)	80 (Jan '75)	The balance of the equity is held by the Co-operative Union (32%) and GPMB (16%). Subsidiary company: Gambia Insurance Co Ltd (owned 97%)
Gambia Ports Authority	Harbour services; cargo handling; operation of ferries and 'Lady Wright'; dockyard operations.	100	11,600 (30/6/74)	619 (Jun '74)	
Gambia Utilities Corporation	Production and distribution of water and electricity.	100	7,425 (30/6/74)	500 (Jan '75)	

Notes:-

1. The capital structure of GPMB is such that it possesses reserves but does not have equity. Government funds have been put into GPMB in the form of grants, which funds have thus become the property of GPMB and hence cannot entitle Government to a share in the organisation.

2. Excluding acceptances, endorsements and guarantees.

Table 23.1 (cont'd)

DETAILS OF GOVERNMENT INVESTMENTS - TYPE B: WHOLLY COMMERCIAL

Name of Organisation	Main Activities	Equity Owned by Govt	Size Total Assets		Approx Staff	Remarks
			%	D'000		
African Hotels (Gambia)	Finance Company (owns the leasehold of the Sunwing Hotel, Cape St Mary.	33½ 33½	3,530 (30/9/73)	1 (Jan '75)		The balance of the equity is held by Vingresor (41½% and Commonwealth Development Corporation (25½%).
National Trading (1) Corporation of The Gambia	General trading, including wholesale and retail distribution (currently 9 shops).	51	2,500	70 (Jan '75)		The balance of equity is held by the Co-operative Union (25%) and GPMB (24%); commenced trading 1 March 1974 - first report and accounts to be prepared as at 30 June 1975.
Gambia Fisheries Ltd	Fishing; processing freezing and exporting of fish and shellfish.	20	2,540 (31/10/73)	190		
Edgar, Masri & Co Ltd	Processing (and some production) of cassava; lime production and processing, production and Marketing of vegetables; fattening of cattle for export.	(2)	710 (31/12/73)	35 (Jan '74)		A petition for the winding-up of the Company has been granted by the Court.
Gambia Airways Ltd	Aircraft handling; passenger ticket sales agency; organising charter flights (to Mecca); import/export air freight handling.	60	1,675 (30/9/74)	35 (Jan '75)		
Wing Afric Ltd	Operating tourist excursions and from The Gambia.		300 (30/9/73)	50		The balance of the equity is held by Vingresor.
Gambia Hides Export Co	Treatment and exporting of cow hides.	100	163	15		

NOTES:- 1. The NTC is a statutory body, incorporated with limited liability. It is included in the 'wholly commercial' Group B since its object is 'to engage in trade in the same way as other trade and commercial organisations.

2. Government has no ordinary shares, but owns second preference shares to a nominal value of D78,400.

Edgar Masri & Co Limited was put into liquidation in June 1975. It is expected that the GPMB will recover approximately one-half of the total of some DO.5 million owed by the Company.

23.28 During the Plan period, it is likely that the Type B institutions taken together, will approximately break even. Hopefully, they will show profits rather than losses in the later years as a result of the increasingly efficient supervision by the National Investment Board.

New Institutions

23.29 In 1975/76, a small Civil Aviation Authority will be established. It will take over from Government the direct responsibility for civil aviation matters, including the operation of Yundum airport. The Authority will take over heavily loss-making activities, but these losses should be reduced to easily manageable proportions by 1979/80.

23.30 During 1975/76, the organisation and financial prospects of the Post & Telecommunications section of the Ministry of Works and Communications will be the subject of a special study. As a result of this study, the Telecommunications section may either become a statutory body, or remain as a self-accounting Government Department.

23.31 1975/76 will also see the establishment of a statutory transport corporation to operate a national passenger service (see Chapter 15), and a fully owned Government Company to exploit the zircon/rutile/ilmenite deposits near the Atlantic coast (see Chapter 10). All these new activities will require legislation, temporary import of specialised managerial and technical personnel, and the assistance of the new National Investment Board.

CHAPTER 24 - PLAN ADMINISTRATION

Objectives

24.1 This Plan, which is the first five-year development plan of The Gambia, makes an attempt to define efficient development policies and devise a realistic programme of action for achieving the policy objectives. The underlying principle of this attempt is that these objectives be consistent with the aspirations of people and the overall national goals, as espoused by the Government, in directing the socio-economic advance of the country towards a more equitably structured growth of welfare and towards a just society based on the indigenous cultural values and environment.

24.2 As the first step in a continuing process of the management of change, the Plan opens up a venue for both the further refinement of the planning and plan implementation process, and for continuing review of development policies and instrument in the light of newly acquired knowledge and changed circumstances. Each time it is undertaken, such review and readjustment re-treks the essential path of the overall planning process seeking and identifying the internal and external socio-economic, technological, environmental and other determinants of the national development policies, priorities and objectives. Such an undertaking calls for a close co-operation and continuous exchange of information between the Ministry of Planning and all the Government and non-Government agencies and institutions. Of necessity, identical activity takes place between the sectoral centre and the immediate project-executing entity. Management efficiency and the nature of matters dealt with, thus, harness all the carriers of the national development activity to a joint effort culminating in a tightly interlocked set of operations on:

24.2.1 Sizing up the state of affairs in every segment of the overall socio-economic activity of the nation, and determining the achieved level of development or the degree of implementation of the Plan in each sector at that particular point of time (at which the Plan formulation or readjustment is being carried out).

24.2.2 Identifying the nature and mode of operation of all the natural, environmental, economic, political or other forces and causes determining the outcome of economic activity in each sector, as well as assessing the future outcome of these forces and causes if left as identified, ie unaffected by any new policy instrument or measure.

24.2.3 Taking stock of all the natural, manpower and financial resources available at present and in future.

24.2.4 Assessing the outcome of alternative uses of the available development resources.

24.2.5 Determining development priorities and viable objectives.

24.2.6 Identifying the policy instruments (economic incentives and regulatory measures) that should be applied to influence the use of resources and the action of development forces or causes so as to achieve the selected objectives and priorities.

24.2.7 Plan and policy formulation (or reformulation).

24.2.8 Establishment of an efficient mechanism for following-up the Plan implementation (ie a planning feed-back system capable of furnishing the timely information and, thus, application of corrective measures if and where necessary).

The more successful this overall effort, the more efficient will national planning be as a means of managing national socio-economic development.

Strategy

24.3 The emergence of a nation-wide planning effort in The Gambia following a series of public expenditure programmes is not accidental. Rather, it was initiated by a deliberate policy decision of the Government believing that, under contemporary circumstances, the country's development administration can be efficient in satisfying the increasing needs of population only if it is well organised and the operation of its component parts concerned in an effort to implement a soundly composed development plan. The Government is aware of the fact that the Plan implementation will inevitably face many a phenomenon, induced by unpredictable external events or vagaries of nature, which will mitigate against the selected developmental policies and objectives. These policies and the mechanism for their formulation and execution have, therefore, been given a wide foundation and a built-in flexibility. Consequently, fixed targets, unconditional policy instruments and strictly defined institutional build-up are contained in the Plan only where they are deemed to be crucial for achieving the given policy objectives, and without which the Plan would have become too loose a framework for a purposeful guidance of the socio-economic development of the country.

24.4 For technical and socio-political reasons stemming from the very nature of the planning process and the openness of the Gambian society and economy, creation of this Plan is the outcome of wide consultations carried out (on the bottom-up principle) by the central planning agency, ie the Ministry of Planning, with officials in Sectoral Planning Committees representing the executing ministries and departments, with rural pressure groups in Divisional Development Committee, as well as interested private groups and individuals. Information gathered during this consultation process was:

24.4.1 Analysed and supplemented by appropriate technical studies whenever possible.

24.4.2 Consolidated into subsectoral and sectoral development programmes, considered and accepted by Sectoral Planning Committees, and

24.4.3 forwarded to the Ministry of Planning for final economic analysis and synthesis into the draft national development plan, which was

24.4.4 sent to the National Planning Committee, as the ultimate planning body, for consideration and approval. When the Committee was satisfied with form and content of the draft Plan, it was

24.4.5 presented to Cabinet for final consideration and acceptance. Making the changes it deemed necessary, the Cabinet

24.4.6 submitted the Plan to the Parliament for ultimate vetting and ratification, by which the Plan has become an official document of the Government.

24.5 It is unlikely that the Plan formulation and approval procedures, as well as the institutional set-up used in preparing this Plan, is essentially going to change in the foreseeable future. Anticipated changes at present only relate to its improvement. However, in order to implement successfully the Plan, it will be necessary to complement the mechanism and procedures used in its preparation with:

24.5.1 Establishment of an efficient system of following-up the Plan implementation (which includes the possible readjustment or revision in case some unexpected events make it necessary).

24.5.2 Supplementing the existing consultative and planning machinery by the establishment of a Development Review Committee at the top, Ministerial Planning Units in the middle, and District Development Committees at the bottom of development administration strata.

24.5.3 Close co-ordination between socio-economic and physical (spatial) planning functions and operations throughout the country's development planning structure.

24.5.4 A continuing effort on detailing and consistent formulation of sectoral and sub-sectoral, as well as regional and spatial development programmes and projects.

24.5.5 Improving the data compilation and expanding the sources of information so as to facilitate the follow-up of the Plan implementation and the elaboration of the next five-year development plan.

Programme and Project Formulation

24.6 Former public expenditure programmes and private enterprise have left to the Plan an inheritance of development programmes, projects and flows of financial resources, domestic and external, which were on the "production line" of development process at the outset of the Plan. This development effort in progress is, however, inevitably going to taper off in due course. It only handed over to the Plan a seed capital which serves as the point of departure, and which has to be nurtured with new programmes and projects, devised, interrelated to each other and phased out so as to see the anticipated socio-economic growth at the end of the five-year Plan period.

24.7 A development scheme or project is the vehicle of developmental activity meeting a specific policy objective or target by rendering a particular service or producing a given commodity. Its formulation and/or evaluation is, therefore, the focal point of Plan implementation effort, and the scheme or project itself a building block of a development programme (sectoral or sub-sectoral). However, in order to be consistently structured and appropriately related to the overall policy objectives and targets of the Plan, such programme has to be composed of a set of development schemes and projects which are:

24.7.1 Interrelated to each other by the quality and volume of their outputs, as well as their backward and forward linkages within and across the sectoral or national boundaries (ensuring the structural consistency of their own and of the Plan).

24.7.2 Given a specifically determined order of execution and permissible changes in this order of execution which could be entertained without jeopardising the entire programme or its completion at the target time (subjecting the programme to the planned order of priorities).

24.7.3 To be implemented within a particular time span (meeting the planned phasing of development programmes and expenditures).

If the set of projects omits any one of these three requirements, it will not by itself become a consistently structured development programme. It would merely make a shopping list of projects.

24.8 To avoid any inconsistency within, and discord among, sectoral multi-year development programmes prepared in accordance with the requirements of the overall Plan implementation, a close co-operation and consultation throughout the planning structure and wider development administration strata will have to match, if not surpass, that one which took place during the Plan formulation. The Plan implementation will,

therefore, call for a tightly concerted action both within and without the Ministries and parastatal bodies on:

24.8.1 determination of detailed project content of various multi-year development programmes, annual apportionment of these programmes and their inter-sectoral synchronisation.

24.8.2 Appropriately phased out preparation and evaluation of individual projects to be submitted for financing to internal and external sources of finance.

24.8.3 Timely appropriation and a steady flow of funds provided for in the development budget, programmed inflow of the official foreign capital and development aid, and avoidance of unnecessary delays in approving the foreign private investment to be made in accordance with national development policies.

24.8.4 Clear delegation of responsibility for Plan implementation and follow-up.

The Ministry of Planning will have prime responsibility for co-ordination of these activities, but a close co-operation and support extended by various functional Ministries will be necessary if the timetable anticipated by the Plan is to be adhered to.

24.9 The Plan is an official statement of intentions made on the basis of prevailing circumstances, and the information available, at June 1975. While it is unlikely that there will be any serious alteration in the basic Plan strategy and priorities over the next five years, it is more than likely that circumstances will not turn out exactly as anticipated. Unexpected developments will occur and new information will come to light. Annual apportionments contained in the sectoral multi-year development programmes will, therefore, have to be adjusted in the light of all the unexpected events and newly acquired knowledge. In order to accommodate such annual adjustments and changes within the essential provisions of the Plan on policy objectives and priorities:

24.9.1 Sectoral Planning Committees will reconsider and appropriately revise annual programmes worked out by the operational Ministries, consulting the District Development Committees and local authorities whenever necessary.

24.9.2 The Ministry of Planning, hand in hand with the Ministry of Finance and the Central Bank, will undertake the required technical analysis of programme revisions, as considered and approved by Sectoral Planning Committees, and prepare a comprehensive proposal on balancing out of these revisions in respect of concerted implementation of development projects within the overall policy objectives and priorities, as well as in regard of the resulting implications on both the development and recurrent budget (being at that moment under preparation in the Ministry of Finance).

24.9.3 This comprehensive proposal of the Ministry of Planning will then be submitted to the Development Review Committee. The Committee will consider it, make any changes it deems necessary, and

24.9.4 forward its proposal, which at this stage has actually become the draft Annual Development Plan, to the National Planning Committee for final consideration and approval. By this approval, the Annual Development Plan became the official annual instrument for implementation of the overall five-year Development Plan.

Implementation Set-up and Procedures

24.10 As stated earlier, the existing planning structure and procedures are not going essentially to change in the foreseeable future. They are only supposed to be supplemented by formation of the Development Review

Committee at the centre, establishment of Planning Units in the Ministries which are to carry out the lions share of plan implementation effort, and by setting up of the District Development Committees as subsidiary organs of the Divisional Development Committees. It should, however, be emphasised that, essentially, there is no separate planning machinery as distinct from the plan preparation mechanism. Planners and planning bodies serve as both the plan formulators and plan executors, depending on whether their endeavours relate to the formulation of development plans and programmes or to their implementation, though some differences in routine and the immediate purpose of effort do exist in the plan formulation and plan implementation phases of carrying out of the substantively indivisible planning function. The most noticed difference could most probably be found in operations of the central planning agency, ie the Ministry of Planning, which in the plan preparation effort essentially acts as the central co-ordinator of plan preparation effort, focusing on internal consistency of the Plan, while in the plan implementation phase it noticeably turns into the Government's watch-dog and trouble shooter. Its role as the central co-ordinator, however, goes on undisturbed though its focus is now being turned to the timing and consistency of the plan implementation effort.

24.11 As to supplementing the existing planning and plan implementation structure, establishment of a central Development Review Committee was mentioned. It will be established in late 1975 as a sub-committee of the National Planning Committee, and will be composed of senior officials of the Ministries of Works, Agriculture, Finance, Local Government and the President's Office. It will be chaired by the Vice-President and serviced by the Planning Ministry.

24.12 Any proposals for significant changes, detractions from or additions to the content of the proposed development and investment programmes will be submitted to this Committee through the Ministry of Planning in a form which sets out:

24.12.1 a description of the proposal including its financial and manpower costs or savings.

24.12.2 Where it diverges from accepted policy and/or strategy, and the reasons for the proposed change.

24.12.3 Whether the amendment can be incorporated into the programme without making any new direct or indirect call on financial, manpower, or management resources.

24.12.4 If additional resources will be required, which Plan elements will be altered or deleted to make these resources available.

This will be set out in a standard format to be completed by the agency directly concerned, with a summary comment by the Planning Ministry. This standardised procedure is necessary to ensure that the discipline established in Plan preparation is maintained and the Plan review operation is simplified.

Where any major alteration or addition is proposed, the appropriate Sector Committee will discuss the matter prior to its presentation to the Plan Review Committee. In programming, and this applies particularly to rural projects such as feeder roads, dispensaries, wells, primary schools, etc., the Divisional Development Committees, Divisional Commissioners and Local Authorities will be consulted.

24.13 The Divisional Development Committees, with a normal membership of 10, consist of representatives from Area Councils, local pressure groups and one local MP. The Chairman is elected, and the Divisional Commissioner acts as Secretary. Locally based Technical Officers of Government Departments will be requested to attend to Committee's meetings and advise on matters they deal with. Incidentally, the Committees will have four roles:

24.13.1 To advise on the detailed programming of various agreed rural projects on the basis of local priorities.

24.13.2 To suggest Plan amendments in these areas.

24.13.3 To advise on implementation progress of all projects in their Division.

24.13.4 To suggest means by which project implementation might be improved.

A small section in the Ministry of Planning will, in close co-operation with the Ministry for Local Government, service these Committees both by correspondence and by attendance at their meetings. The section will supply information papers on the relevant rural programmes to supplement the Plan, and will reply to all the proposals by the Committees. Late in the Plan period, each Division will acquire a trained Divisional Development Officer who will assist in the preparation, evaluation, and supervision of rural projects.

24.14 In time, as the Committee develop expertise, their role can be expanded towards limited executive authority in certain developmental areas, and District Development Committees can be formed to sound Divisional opinion in each District. These Committees are a supplement rather than an alternative to the existing local and central Government structure. To the extent that they are successful, they will prove that development became a consciously co-ordinated process which is understood, supported and acted upon by the very people who are to be affected by the Plan, its policies and objectives.

Multi-Disciplinary Planning

24.15 This Plan has been most directly the concern of professional economists. While their role will remain a crucial one in future, there will be closer co-ordination with professionals in the fields of social development, national physical planning, and the management sciences. Immediately, plan implementation will require the regular assistance of physical planning specialists in order to maximise the future welfare gain from the proposed national investment programme.

The Next Plan

24.16 By 1978, when work will commence on the construction of the second Plan, considerable experience will have been gained on the operation of this Plan - the gaps, the successes and the failures. More information will also have been gathered, in particular on the private sector, a large number of studies undertaken, and many schemes piloted. The major data gaps to be filled in by the Statistics Office are:

24.16.1 Household Expenditure (survey of) enabling review of Retail Price Index.

24.16.2 The Service Industries (survey of).

24.16.3 Co-operative Society operations (survey related to Agricultural credit).

24.16.4 Fisheries (production and marketing figures).

24.16.5 Health (disease occurrence, clinic attendance).

24.16.6 Investment (domestic and foreign, Government and private, gross and net).

24.16.7 Labour-Wages (occupation and occupational structure).

24.16.8 Education (transition, retention and wastage rates and tracer studies on ex-pupils).

24.16.9 Income and Wealth (distribution).

By 1976/77, more reliable and meaningful estimates of Gross Domestic Product will be available.

24.17 However, even with all this further information and domestic operational experience, it will be necessary to use some expertise not normally available in certain areas. It will have to be imported during 1978/79. Every effort will be made to ensure that the transition to the next Plan is smooth and that lessons learnt are incorporated - that there is an upward progression towards realism and accuracy rather than a fresh attempt to restart coherent national planning.

24.18 Studies on the existing and potential exploitation of natural resources will continue as the backbone of the national research effort - in water, land, minerals and energy. These will provide the basis for more comprehensive planning for the Gambia River Basin in the next decade. The success achieved in harnessing of the potential wealth of this basin will determine the future welfare of this small nation, The Gambia.

